

# Human Rights and Reconciliation Program

## Final Report

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## I. Introduction

During the three years of project implementation between June 2001 and July 2004, the USAID Human Rights and Reconciliation Program (HRRP) faced unique challenges in the production of intended results (**Annex A**). Sensitivity to the fluid landscape of Guatemalan human rights issues was crucial to achieve the goals of the project. A generalized situation of severe public insecurity; increased intimidation of human rights activists; strained relations between civil society and the Government of Guatemala; ineffectiveness of the Human Rights Ombudsman during the first year of the project; continued presence of Army bases in areas where historical human rights violations were most severe; ineffective prosecution of human rights cases by State agencies like the Public Ministry; and the reduction of the United Nations Verification Mission charged with monitoring, were all challenges to effective human rights programming.

Project quarterly reports document the pervasive instability of the human rights situation during the period, including numerous lynchings each quarter; the resurgence of conflict era para-military organizations in response to an electioneering ploy by the political party in government during most of the period (2001- January, 2004); and continued indications of State agencies like the National Civilian Police having links to organized crime and clandestine security powers. All of these phenomena made the project's goals of promoting civil society collaboration with local authorities on human rights issues and establishing a social consensus on reconciliation more difficult.

The human rights environment was further complicated by the continued perception that the very discourse of human rights subverts the administration of justice and punishment of those responsible for the current deluge of criminal activity. The program also had to take into account the distinct historical reality of each of the five departments included in project coverage as well as fragmentation within the human rights sector itself.

In this context, consultations for defining programmatic interventions were critical for identifying windows of opportunity to improve the situation of human rights and reconciliation. Efforts were made to develop synergies between the various components of the project and the activities designed to obtain intended results. These consultations with local interlocutors and donor agencies incorporated lessons learned from previous and ongoing efforts to improve human rights and reconciliation.

Based on these consultations, the HRRP developed effective programs that addressed a range of human rights and reconciliation issues from local level conflicts to national level policy initiatives. The project made efforts to ensure that human rights discourse was intelligible in Guatemalan terms, including development of a radio-novel demonstrating the validity of human rights standards in the context of prototypical rural experience and an integral vision training methodology (that went beyond traditional legalistic conceptions of human rights to incorporate social values and everyday practice). External monitoring noted that this project represents the first systematic attempt to contextualize the idea of human rights in Guatemala, an effort that will lead to greater ownership of human rights concepts by local populations.

The project attempted to work locally in rural areas and demonstrate that grassroots organizations could achieve a more just society if given appropriate training and resources. Despite the aforementioned challenges, the HRRP local sub-grant counterparts began to

collaborate with local authorities in the prevention and resolution of hundreds of local cases and conflicts, and trained and oriented thousands of rural residents who were often previously unaware that they had rights as citizens. Indigenous law concepts were utilized by some counterparts to resolve problems before they reached the formal legal system, thus promoting ownership of rule of law concepts within culturally appropriate methodologies.

National level initiatives supported by the HRRP resulted in the following:

- A consortium of more than 70 human rights organizations promoting the election of the first Human Rights Ombudsperson elected with civil society support;
- The same consortium of civil society organizations evolving into the first grassroots human rights organizing initiative since 1978 under the auspices of the National Human Rights Movement;
- A civil society coalition successfully negotiating a National Reparations Program for victims of the conflict with the Government of Guatemala;
- Methodological re-tooling of the Office of the Human Rights Ombudsperson to make its educational efforts more effective;
- Strengthened coordination between civil society and the Office of the Human Rights Ombudsperson;
- Support for a civil society coalition to promote the installation of an international Commission to Investigate Clandestine and Illegal Security Bodies; and
- Implementation of a media campaign to disseminate the conclusions and recommendations of the Historical Clarification Commission to populations unaware of the legacy of the conflict with eight other national and international partner agencies.

The project also effectively employed external monitoring of counterparts to improve management of sub-grant efforts. The following section reviews results achieved as documented by the project and external monitors, Gish, Paz y Asociados (GPA, see **Annex B**). Subsequent sections address implementation strategy and project management issues in more detail.

No project, much less one of a few years duration, can realistically expect to resolve the millennial quest for social justice in Guatemala. But the HRRP, implemented by Creative Associates International, is pleased to have achieved its intended results and is confident that its process-oriented programming has laid the groundwork for the social sustainability of its efforts so that many initiatives supported by the project, from reparations to the National Human Rights Movement to the education efforts of the PDH to the search for lost children, will continue on after the life of the project.

## II. Summary of Achievements by Results Area

### A. Lower Level Result (LLR) 1: Citizens mobilized to protect their human rights

#### 1. Objectives, Performance Indicators and Lower Level Indicators

**Objective of LLR1:** To support civil society and state organizations in their respective fields to prevent and resolve cases of human rights violations in selected areas

**Performance Indicator 1)** **75 civil society representatives better prepared (as demonstrated through relative progress in the TOT training course) to work with local authorities to prevent and resolve human rights issues in select geographic areas of Guatemala.**

The HRRP trained **119 persons** from 30 civil society organizations to implement 27 grant sub-awards in the departments of Quiché, Huehuetenango, Baja and Alta Verapaz, and Chimaltenango. 82 persons participated in Training of Trainer (TOT) Courses in the five departments. An additional 37 were trained or re-trained in follow-up review courses for Quiché and Huehuetenango counterparts.

External monitoring by GPA in 2003 indicated 79 persons implementing 24 LLR1 grant sub-awards (of 27 original sub-projects, one did not seek renewal and two were terminated by HRRP). Of these, 54 (80%) had participated in TOT or review TOT courses.

Final external monitoring by GPA in 2004 indicated 71 persons implementing 24 LLR1 projects, of which 49 (69%) had participated in TOT courses. The reduced number was due to staff turnover in the final year of sub-project implementation.

#### Lower Level Indicator:

a) *Number of community members trained by 75 civil society representatives in replicas as developed in the TOT*

The HRRP counterpart trainers achieved extensive coverage within the five departments through replicas of trainings received in the TOT courses. External monitoring by GPA documented the HRRP counterparts working in **1,343 communities** of 85 Municipalities in the 5 departments of project coverage (this represents human rights promotion and defense activities in **93% of the 91 municipalities** in the five departments of HRRP coverage). Counterparts trained **350 promoters** and **5,926 community leaders**. These, in turn, trained or oriented another **10,048 participants** in replicas at the community level.

These figures correspond to the HRRP internal monitoring: a November 2003 review of information from recent counterpart quarterly reports of 7 of 24 (29% of the total) LLR 1 counterparts indicated that 1,615 persons (803 women and 812 men) had participated at the community level in their local workshops (replicas).

**Performance Indicator 2) Local populations more aware and engaging local authorities to resolve human rights cases/problems in communities served by 75 CSO TOT representatives.**

Lower Level Indicators:

*a) Number of instances (human rights cases, denuncias, attempted lynchings, and other human rights violations) in which local CSOs work closely with local authorities (including Judges, Public Ministry, Mayors, National Civilian Police and others) to address human rights issues*

The HRRP civil society counterparts, despite a continuing negative human rights environment and a national government led by alleged human rights violators for most of the period, made vigorous efforts to collaborate with State agencies. External monitoring by GPA documented HRRP counterparts **preventing or resolving 228 issues in collaboration with State agencies** and resolving **another 264 human rights issues through indigenous mediation methodologies.**

GPA documented that HRRP counterparts initiated **441 attempts** by direct beneficiaries and 58 by indirect beneficiaries to resolve or prevent human rights violations at the local level, including **impeding 37 attempted lynchings.**

These figures correspond to the HRRP internal monitoring: a November 2003 survey of counterpart collaboration with State agencies indicated 166 efforts to coordinate with State agencies. 80 were joint training initiatives. Another 45 were cases involving human rights issues, in which counterparts reported 18 positive outcomes.

*b) Listenership coverage of radio-novel using local experience as entry to human rights*

Final GPA external monitoring of **listener coverage**, based on a sample of 1,061 persons, **averaged 25% in the 5 departments** of project coverage.

External Monitoring Conclusions for LLR 1:

Gish, Paz y Asociados noted that the support of 24 counterpart sub-grants contributed to a process in which the citizenry had been informed regarding their rights and had advanced in preparing civil society interlocutors to work more effectively with authorities in the prevention and resolution of local problems.

The HRRP also developed specific institutional strengthening activities to consolidate and extend LLR 1 results that are discussed in detail in Section IV.C. below.

Additional Support to the Office of the Human Rights Ombudsperson (PDH)

In May 2003, USAID approved additional funds for specific support to the Office of the Human Rights Ombudsperson (PDH), part of which was integrated into LLR 1. the HRRP conducted 12 three-day seminars with 50 PDH educators, 28 local Officers; 29 Community Promoters and 19 Youth Promoters.

The energy at the workshops of PDH Educators was palpable given that the process represented the first time in six years that the entire department had met as a group. Educators responded with tremendous enthusiasm to efforts at humanizing human rights pedagogy beyond legalistic formulas to connect more adequately with everyday Guatemalan

reality. The group developed greater focus regarding human rights concepts; a better sense of mission as a team; and a stronger grasp of tools /methodologies for human rights promotion, as demonstrated by the significant improvement in their scores on tests before and after the workshops.

<b>Target Group</b>	<b>Average Entrance Scores</b>	<b>Average Exit Scores</b>	<b>Average Change (%)</b>
PDH Educators	60	80.5	20 points (33% improvement)

These workshops were then followed up with local efforts between PDH Educators and civil society in the departments where the HRRP works (the 50 educators work in 31 local offices but the project monitored activities only in its five departments).

Based on the success of these workshops, the HRRP also conducted a total of 8 other three-day workshops with 28 local Officers; 29 Community Promoters and 19 Youth Promoters, to ensure coherent understanding of integral concepts of human rights throughout the PDH. The trainings for local officers and youth promoters were not originally part of the intended support for the PDH but were incorporated within the original budgetary parameters.

#### External Monitoring Conclusions for LLR 1 Support to the PDH:

External monitoring by GPA noted the importance of these training efforts in the strengthening of the PDH's Human Rights Education methodologies. Even though the efforts of this component were implemented late in the project, during the last year, they have produced solid results at renewing PDH efforts at educational outreach.

**B. LLR 2: Advocacy and Dissemination efforts carried out for children ‘lost’ during the war**

**1. Objectives, Results and Lower Level Indicators**

**Objective of LLR2: To support CNBND’s capacity to advocate and legislate on behalf of children ‘lost’ during the war.**

**Performance Indicator 1) Development of a system of communication and coordination utilizing local networks to promote awareness of the problem of children “lost” during the war.**

**Lower Level Indicator:**

*a) Number of new cases documented in new CNBND efforts*

The HRRP, in conjunction with USAID Guatemala, determined early in the project that the most effective way to support advocacy and information dissemination regarding children “disappeared” during the conflict is through the Comisión Nacional de Búsqueda de Niñez Desaparecida (CNBND), a consortium of 7 civil society organizations and the Office of the Human Rights Ombudsperson, which was instituted in June 2001 coinciding with the establishment of the HRRP. An initial sub-grant award was signed in April 2002 with the CNBND for support for the social communication and advocacy sub-commissions (other areas receive funding from other donors, including investigations, legal and psycho-social sub-commissions). A follow-up grant was signed in May 2003 for continued support.

Since inception, the CNBND as a consortium has documented 1,089 cases and conducted 81 family reunifications. The HRRP support specifically led to the documentation of 121 of these cases and 18 family reunifications. Project support has also resulted in extensive networking of several dozen local organizations in the five departments of project coverage.

External monitoring by GPA documented 121 new cases and 15 family reunifications with the support of the HRRP mainly in three areas (Ixcán, the Ixil triangle and the Verapaces). The CNBND developed local networks with 29 local organizations and the six local offices of the PDH in areas of project coverage. GPA also noted that, in a survey of 1,004 persons in the areas where the HRRP works, 27% of the population was aware of the work of the CNBND. This is an outstanding number given the limited resources of the CNBND working in areas where access to information and communications are difficult.

**Performance Indicator 2) Development of an effective legal framework to facilitate CNBND's work**

Lower Level Indicators:

<b>Progress towards development of an adequate legal framework</b>	<b>Date completed</b>
a) Creation of the National Commission for Lost Children (CNBND)	<i>21 June 2001</i>
b) Officialization of CNBND	<i>19 March 2003 (through the PDH)</i>
c) Proposed legal framework introduced in Congress	<i>Proposal for law is developed but still has not been presented to Congress</i>

The CNBND was successful in its efforts to institutionalize the search for children separated from their families during the conflict. Technically, the creation of a national commission is the result of a recommendation of the Historical Clarification Commission for the Government of Guatemala (GOG) to implement. Following years of inaction by the GOG, civil society organizations developed an organizational structure to promote the issue, which has been successful in terms of the aforementioned cases documented and family reunifications.

The legal aspects of the search have been more challenging given resistance from State institutions like the Army, hospitals and orphanages that might be implicated in the disappearance of children. The Commission has prepared a Draft National Law for the Search and Family Reunification and Reintegration for Children that were Disappeared, Separated or Illegally Adopted during the Internal Armed Conflict which will be presented to the Guatemalan Congress in October 2004.

External Monitoring Conclusions for LLR 2:

Gish, Paz y Asociados notes that the CNBND has achieved the intended results of disseminating and lobbying for the issue of disappeared children, including collaborating with State authorities and being instituted officially by the PDH. GPA notes that the CNBND advanced in the drafting of a legal proposal but that the only action lacking is presenting it before the Congress.

See Section IV.C. for institutional strengthening activities for LLR 2.

### C. LLR 3: Information about internal war disseminated and remembrance activities

#### 1. Objectives, Results and Lower Level Indicators

**Objective of LLR3:** To support the broad dissemination of the Historical Clarification Commission (HCC) Report and recommendations while preserving the memory of war victims through remembrance activities.

**Performance Indicator 1) Greater knowledge of the findings and recommendations of the HCC in five departments and among the urban middle class and youth in the capital.**

##### Lower Level Indicator:

a) *Number of people reached through dissemination efforts, for each defined population (affected, non-affected, and youth).*

For populations directly affected by the conflict, USAID HRRP supported six counterpart organizations in dissemination activities in the five departments of project coverage. Counterparts conducted extensive grassroots dissemination and national-level lobbying that produced a National Reparations Plan for victims of the conflict, which had moments of outstanding attendance by local populations.

For youth, the HRRP promoted use of the “El Trapiche” radio-novel among 1,184 students in 33 local schools in Quiché and Huehuetenango in 2003 and approximately 3,700 students in 63 schools in Baja/Alta Verapaz and Chimaltenango in 2004.

For populations that did not perceive themselves to have been directly affected by the conflict, the HRRP developed a media campaign with a consortium of international (GTZ National Conciliation Project and the UN Verification Mission); national (ASIES, CIRMA, IDHUSAC and the Universidad Rafael Landívar) and State (Office of the Human Rights Ombudsman) organizations. The campaign distributed 15,000 copies of the Historical Clarification Commission (HCC) report through local offices of the PDH. Tracking of media spots estimated that over a million viewers had seen the spots in the metropolitan area of the capital alone. Public relations activities included an artistic competition and conflict resolution puppets/mural paintings in 17 schools.

External monitoring by GPA noted that dissemination activities for affected populations reached 44,379 persons in 50 municipalities, including 26,397 persons reached by the Instancia Multi-Institucional that established 800 local committees for reparations for victims of the conflict. Counterparts also reached 15,600 people through local fairs, community theatre and local groups analyzing the radio-novel “El Trapiche”.

For populations that perceived themselves to be unaffected by the conflict, BBDO tracking estimated over one million viewers had seen media spots in the metropolitan area of the capital city. GPA noted that 38% of 480 persons sampled in the five departments and capital city demonstrated recall of the media campaign.

**Performance Indicator 2) Activities carried out in HRRP target areas to remember war victims and to promote culture of peace and mutual respect.**

Lower Level Indicators:

*a) Number of remembrance events.*

The HRRP supported 62 commemorative and remembrance activities through 27 sub-projects between 2002 and 2004, including photographic exhibitions, commemorations of the anniversary of the publication of the HCC report, fora and presentations.

Additionally, the HRRP supported a coordinated effort of the PDH and MNDH to conduct 10 December 2003 Human Rights Day Celebrations in 7 towns in the five departments (Chimaltenango; Huehuetenango; Salamá, B.V., Cobán, A.V.; Nebaj, Santa Cruz and Playa Grande, Quiché) of project coverage. In the public relations component of the HCC Media Campaign, USAID HRRP also supported murals that focused on transcending the legacy of the conflict in 17 schools in Chimaltenango, Quiché and Guatemala City.

*b) Number of monuments.*

The HRRP supported 37 commemorative monuments in local communities in the five departments of project coverage and the capital city.

External Monitoring Conclusions for LLR 3:

GPA noted that the project was able to comply with its objective of supporting HCC dissemination despite the difficult atmosphere of competing claims by ex-paramilitary patrollers and victims of the conflict and documented the number of persons reached by project activities. As a general indicator of dissemination achievements, through both local counterparts and the HCC Campaign, GPA documented that the number of persons recognizing the HCC report in Omnibus surveys of 1,004 persons rose from 33% to 51% between 2003 and 2004.

See Section IV.C. for institutional strengthening activities for LLR 3.

#### D. LLR 4: Coordination promoted among human rights groups

##### 1. Objectives, Results and Lower Level Indicators

**Objective of LLR4:** To support new opportunities for coordination on a national level among key members of the human rights community

**Performance Indicator: Greater coordination achieved among human rights groups**

The HRRP supported coordination efforts among human rights groups to establish a decentralized, grassroots human rights movement across Guatemala. Initial efforts utilized a strategic planning methodology to develop a consensus among relevant organizations as to how a movement should operate. Specific support for issue-area windows of opportunity resulted in the election of the first Human Rights Ombudsperson based on civil society lobbying in the 15 year history of the institution. Human rights organizations, following the strategic planning and election of the Ombudsperson, began referring to themselves as the National Human Rights Movement (MNDH). Over the next two years the HRRP supported grassroots organizing of local delegations in all 22 departments of Guatemala in which hundreds of civil society organizations participated – the first national human rights organizing effort since 1978. The MNDH held two National Congresses of Human Rights Organizations as part of these efforts.

Additionally, the HRRP provided limited support to a consortium of eight civil society organizations and the PDH to promote an international commission to investigate clandestine security powers (CICICACs) in Guatemala, the Coalition for CICICACs.

External monitoring by GPA noted a functioning effort to implement the Strategic Plan that has made a solid start but requires strengthening. GPA documented 70% of local delegations operating, though all will need further consolidation and training. Of 14 local delegations, GPA noted that 93% have begun to develop local initiatives for human rights work and 43% have established coordination with the PDH. Following 2003 monitoring findings of weakness in the process of consolidation the HRRP conducted specific institutional strengthening activities with the MNDH (see Section IV.C. below).

Lower Level Indicators:

<b>Progress towards development of an adequate legal framework</b>	<b>Date completed</b>
a) HR Groups working together to develop a strategic plan for priority coordinated efforts	<i>September 2001</i>
b) HR Groups coordinate lobbying process on key issues	<i>May 2002 Election of Ombudsperson</i>
c) HR Groups hold regional and national meetings to develop a framework for coordinated activities	<i>November 2002 Follow-up in Feb 2003</i>
d) A functioning structure of coordination addressing various aspects of the strategic plan	<i>Sub-grant 2003-2004</i>
e) Activities to improve coordination among civil society and the PDH	<i>10 December 2003 HR Day HR Education Coordination 2003-2004 Local action plans 2004</i>

### Additional Support to the Office of the Human Rights Ombudsperson (PDH)

In May 2003, USAID approved additional funds for specific support to the Office of the Human Rights Ombudsperson (PDH), part of which was integrated into LLR 4. The HRRP supported coordination efforts between civil society and the PDH in the following areas: the development of local Human Rights Action Plans in the 5 departments of project coverage; 10 December Human Rights Day commemorations at the local level in 7 departmental and regional capitals; a strategic review of Human Rights Education methodologies and practice; and the development and production of a Human Rights Education Methodological Kit (3,000 of which were presented and distributed to PDH and civil society organizations working in Human Rights education in the five departments of project coverage). These initiatives formed the basis for Human Rights efforts beyond the life of the project.

External monitoring noted positive results despite the limited time of one year dedicated to these initiatives. The HRRP efforts resulted in local action plans jointly prepared between civil society and the PDH are in place as is a newly founded Network of Human Rights Educators.

#### External Monitoring Conclusions for LLR 4:

Gish, Paz y Asociados noted that the project had initiated a process of coordination among civil society human rights organizations but that it would need continued strengthening. The National Human Rights Movement, faced with challenges of rivalries between local human rights organizations and the difficulties of coordinating at the local level in 22 departments, should continue to respond to local delegates' enthusiastic efforts through training to advance the coordination process and ensure uniform understanding of human rights concepts and the Movement's strategic plan.

In terms of coordination efforts between the PDH and civil society, GPA noted advances at the local level with PDH education officers and through the development of local human rights action plans despite that such efforts were programmed late in the implementation of the project.

See Section IV.C. for institutional strengthening activities for LLR 4.

**E. Overall result: Advancement of reconciliation and increased respect for human rights in selected geographic areas of Guatemala**

The overall result of the USAID Human Rights and Reconciliation Project (HRRP) is the *advancement of reconciliation and increased respect for human rights in selected geographic regions of Guatemala*.

The overall objective is defined in terms of AID Guatemala's Strategic Objective of "a more inclusive and responsive democracy." The many centuries of social and political exclusion in Guatemala, and the most recent violence and repression of the 36 year internal war, will require long-term efforts to reverse. Social reconciliation will continue to be difficult in an atmosphere in which much of the truth about strategies employed by both the Army and the insurgents against civilian populations that resulted in both historical and continuing human rights violations, remains unpunished<sup>1</sup>, even denied.

However, the three years in which the USAID Human Rights and Reconciliation Program worked in the five departments hardest hit by the armed conflict have produced important advances in the ability of Guatemalans to promote reconciliation and defend their human rights. Many project-sponsored activities have included the participation of women and indigenous groups that have been historically excluded in Guatemala. The social mobilization of more than 40 civil society counterparts that have reached tens of thousands of citizens, many of whom were previously unaware of or had a mistaken understanding of their human rights, will contribute to a more inclusive, accountable democracy in Guatemala over the years to come. This type of democratic participation of rural populations in addressing social conflicts and resolving local problems is truly historic in Guatemala.

Though significant human rights problems continue to plague Guatemalan social reality, both civil society and State actors, including the Office of the Human Rights Ombudsperson, are better prepared to address this reality as a result of the USAID HRRP's programmatic interventions. This is demonstrated in the hundreds of local conflicts and cases prevented and resolved by collaboration between civil society and local authorities as well as the numerous national-level initiatives undertaken<sup>2</sup>. It is also evident in a more adequate conceptual vision employed by both the program as well as counterparts that has made human rights discourse more understandable for Guatemalans and the sustainable social processes that will continue after the project closes.

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<sup>1</sup> The project did not include support for prosecution of historical human rights violations in its Terms of Reference.

<sup>2</sup> Including the aforementioned election of the first Human Rights Ombudsperson elected with civil society support; the National Human Rights Movement; a civil society-negotiated National Reparations Program for victims; methodological re-tooling of the Office of the Human Rights Ombudsperson to make its educational efforts more effective; the civil society coalition for an international Commission to Investigate Clandestine and Illegal Security Bodies; and increased understanding of the Historical Clarification Commission among populations previously unaware of its findings.

External Monitoring Conclusions for overall intended result:

Gish, Paz y Asociados, the HRRP external monitors, stated the following conclusions in the Executive Summary of their findings that follows this report:

“Focusing on the preceding results and on the central objective of the project, i.e., advancing reconciliation and improving respect for human rights; GPA concludes its assignment with an external validation of three very important achievements made through this project:

1. HRRP awakened interest in learning about Human Rights to improve quality of life;
2. HRRP changed the perception, image of Human Rights formerly perceived as only for delinquents, now is seen for all people;
3. HRRP created demand within the population to be aware of and informed about their rights, i.e., the project beneficiaries now understand that international and national laws, codes, and agreements exist to inform and to protect them, especially rights related to the indigenous population, women and children.

Through this project, the population has embarked upon a process in which they personally will now have to take more initiative in ensuring that their rights are being respected. To speak of real national reconciliation is premature. Reconciliation is a process that is just now emerging among a population that has not had access to information on this subject in the past, and if they did, the information was manipulated or used against them, but human rights were never contextualized to meet their real life needs, until now.”

### **III. Implementation Strategy and Challenges (By Results Area)**

#### **A. Lower Level Result (LLR) 1: Citizens mobilized to protect their human rights**

##### **1. Strategy**

The HRRP followed a simple strategy to introduce its work in each of the five departments. This included a participatory stakeholder analysis in which local interlocutors were consulted regarding human rights reality and prevailing tendencies. The stakeholder analyses were the basis for the programmatic areas identified in eventual terms of reference for sub-awards. The program presented the stakeholder analyses as part of a public request for proposals (RFP) to demonstrate to local interlocutors the program's willingness to dialogue on local challenges and adapt its programming to local necessities. Simultaneous to proposal development, the HRRP broadcast a human rights radio soap opera to introduce human rights concepts and review recent local history through the shared perspective of rural Guatemalans. Following initial reviews of grant proposals from potential local counterparts, the HRRP selected finalists to participate in a Training of Trainers (TOT) course to ensure uniform understanding of human rights concepts. Sub-grant counterpart activities began following the TOT courses in each department. USAID offered follow-up TOT review courses in Quiché and Huehuetenango following the first year of implementation of sub-grants to reinforce human rights understanding among counterparts, many of which had experienced staff turnover.

As per orientations by USAID Guatemala, the program began implementation activities in one department at a time. LLR 1 activities began with a stakeholder analysis in Quiché in August 2001 and sub-awards were issued in Quiché and Huehuetenango during 2002. These were expanded into Baja/ Alta Verapaz and Chimaltenango in 2003 to complete the geographic coverage projected during the life of the project. Mobilization of local citizens' groups through training, radio programming and sub-awards to educate local populations and link civil society with Government of Guatemala (GOG) interlocutors reached full implementation activity level by mid-2003.

A May 2003 contract modification enabled the HRRP to work on developing the capability of the Education Department of the Guatemalan Office of the Human Rights Ombudspersons (PDH). Four separate three-day workshops were conducted in July, August, September and October of 2003. Educational activities between the PDH and local civil society organizations at the local level were conducted following the workshops to ensure coordination of local efforts. Based on the success of these workshops, the HRRP also conducted a total of 8 other three-day workshops with 28 local Officers; 29 Community Promoters and 19 Youth Promoters, to ensure coherent understanding of integral concepts of human rights throughout the PDH. The trainings for local officers and youth promoters were not originally part of the intended support for the PDH but were incorporated within the original budgetary parameters.

#### **Stakeholder analyses**

The stakeholder analyses were critical in assessing local human rights reality in each department prior to sub-award activities; for analyzing previous and future coordination experiences among CSO and GOG organizations; for identifying key interlocutors; and for

defining and developing LLR1 objectives in the context of local dynamics (**Annex C**). As previously mentioned, findings from these reports served as guidelines for RFPs to ensure sensitivity to local realities. The stakeholder analyses were presented in each case as part of the RFP in order to ensure transparency in objectives.

### **Radio Drama**

“Human rights” is a delicate subject in the polarized departments and communities of Guatemala. Prior to the project, efforts at human rights education using traditional legal discourse had simply not permeated the various misconceptions that denounced the term “human rights” as leftist political propaganda or claimed that human rights mechanisms delay justice, in effect aiding delinquents to evade the law. The HRRP planned and developed a popular education human rights tool that would address human rights concepts based on the reality of local populations, including typical local experience, in the form of a radio soap opera drama. In 2002, the “El Trapiche” radio soap opera was broadcast in Quiché and Huehuetenango. Final broadcasts of the radio soap opera were conducted at the local level in Baja/Alta Verapaz, Chimaltenango and Guatemala City in 2003 (**Annex D**).

### **Training of Trainers Course**

In 2002, the HRRP planned and implemented Training of Trainers (TOT) Courses in Quiché (February) and Huehuetenango (November) to ensure that counterparts would possess the basic content and methodological tools to replicate human rights trainings in local communities. The TOT courses were also designed to be a process of consensus-building about how to work with local authorities following 36 years of conflict and polarization. In 2003, TOT courses were conducted for the HRRP counterparts in Baja/Alta Verapaz (March) and Chimaltenango (June) as sub-grants began in these areas. Follow-up TOT review courses were held for Quiché counterparts and Huehuetenango counterparts in conjunction with sub-grant renewals after the first year of execution (**Annex E**).

### **Training of Trainers and TOT Review Courses for USAID HRRP Counterparts**

<b>Course</b>	<b>Place and Date</b>	<b># of Participants</b>	<b># of local CSOs</b>
Training of Trainers	Quiché (February 2002)	13	10
Training of Trainers	Huehuetenango (November 2002)	22	7
Training of Trainers	Verapaces (March 2003)	29	10
Training of Trainers	Chimaltenango (June 2003)	19	6
TOT Review Course	Quiché (August)	20	5
TOT Review Course	Huehuetenango (December 2003)	16	5
<b>TOTAL</b>		<b>119</b>	<b>43</b>

### **Mobilization through sub-awards to civil society organizations**

Follow-up to the Training of Trainers course at the local level was ensured by grants to local Guatemalan civil society organizations (CSOs) for the promotion of human rights awareness and defense of specific rights. Local replicas of the training courses were conducted with popular education methodologies such as experience-based learning (i.e. “El Trapiche” radio-novel or community theatre). Grants were also offered for specific human rights protection initiatives that linked civil society with local authorities. The HRRP counterparts focused on

local indigenous structures of authorities such as the Alcaldes Auxiliares (community elders) and several employed indigenous mediation methodologies to resolve conflict at the local level.

In June 2002, the HRRP awarded sub-grants to nine local civil society counterparts in Quiché and, based on external monitoring and evaluation, seven were renewed in June 2003 to complete two full years of implementation. See **Annex F** for detailed information on Quiché counterparts.

#### **Sub-grant awards in Quiché (initiated in July 2002 and renewed in June 2003)**

<b>Organization</b>	<b>Activity</b>	<b>Renewed</b>
ASODHI-ADDHAI	Human Rights Promotion for a Culture of Peace	No
Asociación por Nosotras IXMUKANE	Promotion and Defense of Human Rights	Yes
Centro de Apoyo en Justicia Penal y Resolución de Conflictos (CEDAP)	Training of Leaders in Alternative Resolution of Conflicts	No
Coordinadora de Asociaciones de Desarrollo Integral (CASODI)	Getting to know our rights	Yes
Defensoría Indígena Waxaqib'Noj	Mediation, regulation, resolution of conflicts and consolidation of indigenous authorities	Yes
Defensoría Indígena Waxaqib'Noj	Strengthening of community authorities and development of youth leadership	Yes
Defensoría Indígena Waxaqib'Noj	Participation and Political Lobbying of Indigenous Authorities	Yes
Grupo de Apoyo Mutuo (GAM)	Formation of a Human Rights Network in 6 Municipalities	Yes
Movimiento de Desarraigados	Organization for the promotion of respect for Human Rights	Yes

In November 2002, the HRRP awarded sub-grants to five local civil society counterparts in Huehuetenango and, based on external monitoring and evaluation, all five were renewed in November 2003 to complete 1.5 years of implementation. See **Annex G** for detailed information on Huehuetenango counterparts.

#### **Sub-grant awards in Huehuetenango (Initiated Nov. 2002 and renewed Nov. 2003)**

<b>Organization</b>	<b>Activity</b>
Asociación Comunitaria de Desarrollo Integral Maya Mam (ACODIM)	Formation of Human Rights Promoters and Replica Workshops in Local Communities
Asociación para la Promoción y el Desarrollo de la Comunidad "CEIBA"	Strengthening of Local Dialogue Between Municipal Authorities and Civil Society for the Free Exercise of Human Rights
Comité Ejecutivo del Centro de Justicia	Actions to Prevent Human Rights Violations
Pastoral Social/Grupo de Apoyo	Human Rights Violations Complaint Reception

Mutuo	Center
Red de Comunicadores Sociales de la Villa de Chiantla	Sensitizing and Disseminating for Human Rights

In March 2003, the HRRP issued sub-grant awards for six local civil society initiatives in Baja and Alta Verapaz. These grants were implemented for the fifteen month period between March 2003 and the end of June 2004. See **Annex H** for more detail on Chimaltenango counterpart results.

#### **Sub-grant awards in the Verapaces initiated in March 2003**

Organization	Activity
Asociación Maya Achí para el Desarrollo Comunitario (ADECOMAYA)/Defensoría Indígena Waxaqib Noj	Education in Human Rights for Peace and Community Reconciliation
Asociación para el Desarrollo Integral de las Víctimas de la Violencia en las Verapaces Maya Achí (ADIVIMA)	Follow-up to Claims of Clandestine Gravesites in Baja Verapaz
Amigos de la Paz (ADP)/Comité Ejecutivo de Justicia de Alta Verapaz	Human Rights and Specific Rights of Indigenous Peoples: Respect for Cultural Diversity
Fundación de la Mujer Maya del Norte (FUNMMAYAN)	Training of Human Rights Promoters
Pastoral Social de las Verapaces	Human Rights and Mayan Q'eqchí Culture
Servicios por la Paz y Reconciliación (SERVIR)	Citizens Mobilization for Human Rights

In June 2003, the HRRP issued sub-grant awards for six local civil society initiatives in Chimaltenango. These grants lasted for one full year and finished in June 2004. See **Annex I** for more detail on Chimaltenango counterpart results.

#### **Sub-grant awards in Chimaltenango (Initiated in June 2003)**

Organization	Activity
Asociación Monseñor Gerárdi	Dissemination of Human Rights
Asociación Unidad de Desarrollo Integral La Novena (UDINOV)	Youth Promoters of Human Rights
Comité Ejecutivo del Centro de Justicia	Promotion of Human Rights Through the Municipal Sub-Committees of the Justice Center
Defensoría Indígena Waxaqib'Noj	Strengthening Commitments for the Defense of Human Rights and Community Reconciliation with Participation of Women
Grupo de Apoyo Mutuo (GAM)	Center for Reception of Human Rights Complaints
Movimiento Nacional por los Derechos Humanos – Chimaltenango	Strengthening of the Human Rights Movement in Chimaltenango

## Guatemalan Office of the Human Rights Ombudsperson (PDH)

A contract modification in May 2003 enabled the HRRP to initiate support for the PDH in, among other areas, human rights education (**Annex J**). Education support was divided into two areas: 1) methodological strengthening of the Education Department of the PDH working at the local level; and 2) a comprehensive review of human rights education strategies with a view towards more effective promotion of human rights concepts in a manner that Guatemalans can understand and accept.

The HRRP support for the methodological strengthening of the Education Department of the PDH was developed in four separate three-day workshops which systematically reviewed human rights education methodologies for all 50 PDH educators working across Guatemala in 31 local offices and the PDH headquarters. Further detail on the workshops is available in **Annex K**.

### PDH Educators

First Workshop (7-10 July 2003): Emphasized the institutional approach to human rights promotion and protection, including reviews of national reality, the role of the State, strategic analysis of the human rights situation, and the use of the radio-novel “El Trapiche”, created by the HRRP, as an experience-based human rights learning tool.

Second Workshop: (11-14 August 2003): Developed an integrated vision of human rights (beyond legalistic approaches) related to the daily reality of Guatemalans, including the relationship of human rights to politics; the possibilities for social auditing; and the role of the PDH.

Third Workshop: (8-11 September 2003): Human rights methodologies using human-based pedagogical tools in the construction of an integrated strategic vision for human rights efforts.

Fourth Workshop: (6-9 October 2003): Integration of previous methodological elements in the context of lobbying for human rights, including theoretical/methodological; planning and legal aspects.

Based on the success of these workshops, the HRRP also conducted a total of 8 other three-day workshops with 28 local Officers; 29 Community Promoters and 19 Youth Promoters, to ensure coherent understanding of integral concepts of human rights throughout the PDH. The trainings for local officers and youth promoters were not originally part of the intended support for the PDH but were incorporated within the original budgetary parameters. These were completed as follows:

### PDH Officers

Two Workshops: (17-19 February and 1-3 March 2004): These training workshops reviewed issues of current national human rights reality; the importance of an integral vision of human rights, including elements of human rights concepts and their application in Guatemala; and the impact of political and social policies on human rights. The 17 women and 11 men who

participated also developed an analysis of the role of the PDH in the implementation of the recommendations of the Historical Clarification Commission.

#### PDH Community Promoters

First PDH Community Promoters Workshop: (15- 18 March 2004): 32 community promoters (15 women and 17 men) began a review of key human rights concepts and promotional methodologies to improve their outreach in local communities of the five departments of HRRP coverage. The first of three workshops reviewed current national human rights reality, including themes of State and Nation, historical memory, participatory diagnostics and social organization.

Second PDH Community Promoters Workshop: (27 – 30 April 2004): 29 community promoters (16 women and 13 men) reviewed the five fundamental working areas of the PDH, including discrimination, exclusion, abuse and arbitrary use of authority, and violence; plus integral vision of human rights concepts.

Third PDH Community Promoters Workshop: (24 – 27 May 2004): Reviewed strategic vision for human rights education and popular methodologies for transmitting human rights concepts.

#### PDH Youth Promoters

First PDH Youth Promoters Workshop: (30 March – 1 April 2004): 18 Youth Promoters, from at-risk vulnerable youth sectors, including former gang members, now working to promote human rights with vulnerable youth of the capital city, reviewed national human rights reality and the integral vision of human rights concepts. 7 women and 11 men participated in this first workshop

Second PDH Youth Promoters Workshop: (13 – 15 April 2004): 19 Youth Promoters (6 women and 13 men) from at- risk vulnerable youth sectors, including former gang members, now working to promote human rights with vulnerable youth of the capital city, continued reviewing human rights foundations; strategic vision for human rights education and citizen participation participated in the second workshop.

Third PDH Youth Promoters Workshop: (12 – 14 May 2004): Reviewed human rights education methodologies, including alternative forms of human rights promotion such as community theatre and the use of puppets.

#### Human Rights Educational Kit

Based on the aforementioned PDH training efforts and the strategic review of human rights education (See Section III.D.1. below), the HRRP developed a human rights educational kit that reviewed basic concepts and the common pitfalls of efforts to promote human rights in Guatemala. The four-volume kit was distributed to civil society organizations in the five departments of project coverage and the PDH as a final product of the HRRP's efforts at human rights training in August 2004 (see Annex L for more detail).

### Technological inputs for the PDH

The contract modification also defined support for improving the PDH ability to manage human rights complaints through improved technology. In August 2003, the HRRP, in conjunction with additional funds from the Canadian government channeled through the UN Verification Mission, supported the installation of network points at the PDH that allowed more efficient management of complaint information (**Annex M**).

## 2. Problems Encountered

### **Mobilization through sub-awards to civil society organizations**

The HRRP's implementation of sub-award support was delayed at the beginning of the project while awaiting a waiver for authorization to conduct grant activities from USAID. The contract with USAID was modified on December 21, 2001, six months after initial implementation began, that, among other things, authorized the development of sub-grant activities.

The process of awarding sub-grants was further made difficult by the limited capacity for proposal development and execution among many local Guatemalan civil society organizations, a legacy of the targeted repression exercised on civil society during the 36 year conflict. In most cases, grant proposals were revised up to three and four times before awards were made.

These limitations resulted in 2 of the 27 sub-grant awards being suspended early. Additionally, one sub-grant counterpart in Quiché did not solicit additional funding following the first year of execution.

The 2003-2004 Institutional Strengthening Plan for the HRRP (See Section IV.C. below and **Annex Z**) counterparts attempted to address project execution issues for improved management.

### Quiché

Quiché sub-grants began in July 2002 for a full year. After a GPA assessment identified that our sub-grantee, ASODHI/ADDHAI had limited capacity to implement its project, the HRRP asked ASODHI/ADDHAI to comply with a minimum series of revisions developed in a meeting in Cobán with the counterpart on December 11, 2002. ASODHI/ADDHAI failed to respond and it was decided to suspend the sub-grant award "Human Rights Promotion for a Culture of Peace", implemented by ASODHI/ADDHAI in coordination with the Municipal Human Rights Commission of Ixcán. The HRRP informed sub-grantee of this decision in a letter in January 2003, following consultations with the Mayor of Ixcán, Mr. Marcos Ramírez, who had collaborated with the grantee. The HRRP recovered unspent funds from the project following several contacts with both ASODHI/ADDHAI and the Mayor.

The Centro de Apoyo en Justicia Penal y Resolución de Conflictos (CEDAP) in Ixcán did not solicit continued funding after the first year of execution.

### Huehuetenango

During the TOT in Huehuetenango in November 2002, the HRRP detected weak institutional capacity in one of its sub-grantees, Mama Maquín, which was evident to both the HRRP staff and Mama Maquín participants. Following the course, the HRRP worked closely with Mama Maquín in redefining the proposal to ensure that the organization would be capable of meeting sub-project objectives.

The initial Mama Maquín proposal consisted of sub-contracting three facilitators to implement the courses, but the HRRP decided that part of the project's goals should include developing the institutional capacity of Mama Maquín to work in human rights beyond hiring external resources. Following a series of meetings with Mama Maquín (4 December 2002 and 23 and 28 January 2003) the HRRP believed that the project was in order, despite some discussions as to whether Mama Maquín staff were going to be able to commit adequate time to the project, and was prepared to sign the project agreement. However, Mama Maquín decided to withdraw its request for support in February 2003.

In the aforementioned cases of ASODHI/ADDHAI and Mama Maquín, multiple efforts were made to ensure counterparts were able to produce intended project results. However, in both cases, local counterparts failed to devote a sufficient level of effort to achieve results and the HRRP support was suspended.

### 3. Achievements

**Stakeholder analyses** The stakeholder analyses were critical in order to assess local human rights reality and tailor the HRRP support to local problems. Stakeholder analyses also served to introduce the project to local interlocutors and proved a useful tool for initiating project activities in each department.

#### **Radio Soap Opera Drama**

In 2002, the HRRP sub-contracted development of a radio drama, "El Trapiche", with the Guatemalan Institute of Radio Education (IGER) to promote human rights awareness through an experiential-based program corresponding to the reality of local populations. Monitoring reports by GPA have documented that the radio drama has been received with enthusiasm and proven to be a valid entryway for discussing human rights concepts. According to GPA monitoring reports, persons having listened to "El Trapiche" human rights radio program averaged about 25 per cent of the population in the five departments of USAID coverage, an impressive figure given the variety of radio programming available. Based on this success, the HRRP developed the pedagogical elements necessary to employ "El Trapiche" in 99 local schools to explain concepts of human rights and the HCC (See Section III.C.1. below and **Annex S**).

#### **Training of Trainers Course**

The HRRP trained a total of 119 persons from some 30 local civil society organizations (4 other local CSOs participated in TOT trainings that did not implement sub-grant awards). As mentioned previously, these persons trained 350 promoters and 5,926 community leaders. These, in turn, trained or oriented another 10,048 participants in replicas at the community

level, a remarkable number given that projects averaged 1.5 years of implementation across the five departments.

In 2003, the project completed the cycle of training of trainers courses (TOT) in the Verapaces in March and Chimaltenango in June. The courses trained a total of 82 persons and an additional 37 persons participated in review TOT courses in Quiché in August 2003 and Huehuetenango in December 2003 following sub-awards renewals.

<b>Department</b>	<b>Average Entrance Scores</b>	<b>Average Exit Scores</b>	<b>Average Change (%)</b>
Huehuetenango	51	75	24 points (47% improvement)
Verapaces	50	71	21 points (42% improvement)
Chimaltenango	63.5	82.5	19 points (30% improvement)

### **Mobilization through sub-awards to civil society organizations**

As mentioned earlier in Section II.A. above, the HRRP counterparts achieved significant results in LLR 1 activities through intensive local presence. Beyond the number of persons trained, counterparts and sub-awardees made efforts to cover rural areas and reached 1,343 communities in 85 of the 91 municipalities in the five departments.

Sub-awards also initiated effective collaboration with local authorities in the five departments. External monitoring documented 228 cases of civil society collaboration with local authorities, including the Judiciary (100 instances), Municipalities (37 instances), Public Ministry (31 instances), National Civilian Police (24 instances), PDH (7 instances) and others (29 instances), in the prevention or resolution of local problems. Many of the issues addressed, such as domestic violence, land disputes and threats of physical aggression, are the basis of eventual human rights violations in Guatemala.

Additionally, one counterpart, the Defensoría Indígena Waxaqib Noj', utilized indigenous law methodologies to resolve 264 cases of local problems at the community level like those mentioned above. These are historic advances in the process of empowering civil society to address local conflicts in cooperation with the State.

This initial empowerment is demonstrated by external monitoring findings of 441 attempts by direct beneficiaries, and 58 initiatives by indirect beneficiaries of the project, to resolve local problems, including the prevention of 37 attempted lynchings.

### **Guatemalan Office of the Human Rights Ombudsperson (PDH)**

As mentioned earlier in Section II.A. above, the HRRP support to the PDH Education Department helped revitalize the department's efforts conceptually and methodologically. PDH Educators responded enthusiastically and began to coordinate efforts with civil society in the 31 local offices the PDH maintains across Guatemala. In addition to the 50 educators, the project later trained 28 local Officers; 29 Community Promoters and 19 Youth Promoters, to ensure coherent understanding of integral concepts of human rights throughout the PDH. The trainings for local officers and youth promoters were not originally part of the support

for the PDH but were incorporated with no additional costs to the original amount of USAID support designated for the PDH.

As noted by external monitors, even though the efforts of this component were implemented late in the project, they produced solid results at renewing PDH efforts at educational outreach.

**B. LLR 2: Advocacy and Dissemination efforts carried out for children ‘lost’ during the war**

**1. Strategy**

The HRRP, in conjunction with USAID Guatemala, decided that support for the Comisión Nacional de Búsqueda de Niñez Desaparecida (CNBND), a seven member coalition of civil society organizations and the Office of the Human Rights Ombudsperson, was the best way to support efforts regarding children “lost” during the conflict. The HRRP signed a sub-grant award to facilitate the institutionalization of the newly formed Comisión Nacional para la Búsqueda de Niñez Desaparecida (CNBND) in April 2002. The HRRP support was designated for the social communication and advocacy sub-commissions (other CNBND sub-commissions include investigations, legal and psycho-social support, received funding from other donors). The grant included funds for designing M&E instruments to track impact and results of CNBND sub-award activities as well as technical assistance from Gish, Paz y Asociados.

Based on the success of the first year of implementation, the HRRP defined a second year of support for the period 2003-2004, which included resources for working on the legal framework related to the issue of children separated from their families during the conflict (**Annex N**).

**2. Problems Encountered**

The primary obstacle regarding advancing the issue of lost children was the lack of response by the government or State agencies in the search for “lost” children or in developing a legal framework for resolving the issue. CNBND efforts are often hindered by a lack of access to information at military bases, orphanages and hospitals.

The CNBND attempted to address these impediments by focusing on developing a social infrastructure of affected families and an adequate legal framework for searching for children separated from their families during the conflict. Pending legal initiatives will further consolidate the CNBND’s ability to advocate for lost children (**Annex O**).

**3. Achievements**

Since inception, the CNBND as a consortium has documented 1,089 cases and conducted 81 family reunifications. The HRRP support specifically led to the documentation of 121 of these cases and 18 family reunifications. Project support has also resulted in extensive networking of 29 local organizations and six local offices of the PDH in the five departments of project coverage (**Annex P**).

The 19 March 2003 officialization of the CNBND at the Office of the Human Rights Ombudsperson was a significant step forward in the institutionalization of a State commission for the search for children that were “lost” during the armed conflict. Official recognition of the CNBND, which began as a coalition of CSOs and the PDH, strengthens the possibility of the CNBND becoming the legal interlocutor on the issue of “lost” children and makes possible eventual government funding in the future.

GPA also noted that, in a survey of 1,004 persons in the areas where the HRRP works, 27% of the population was aware of the work of the CNBND. This is an outstanding number given the limited resources of the CNBND working in areas where access to information and communications are difficult.

### C. LLR 3: Information about internal war disseminated and remembrance activities

#### 1. Strategy

The challenge of disseminating the HCC effectively in Guatemala was to communicate its stark findings in an atmosphere of wide-ranging historical debate that included sensitivities, if not denial, among social sectors that did not perceive themselves to have been affected by the conflict. The HRRP developed a series of exercises and consultations in 2002 to define how best to employ its resources in dissemination activities. As a result, the HRRP divided its dissemination efforts into three target groups of 1) persons who are unaware of or feel unaffected by the armed conflict; 2) youth; and 3) populations directly affected by the armed conflict (**Annex Q**).

For group 1, the HRRP and other potential donors developed a mass media campaign for dissemination of HCC Conclusions and Recommendations. For group 2, the HRRP will continue to promote the use of “El Trapiche” as a learning tool to introduce the HCC in schools. For group 3, USAID conducted a call for proposals and competitive review at the end of 2002 that produced six counterparts for local dissemination activities to populations directly affected by the conflict. These sub-awards began implementation in the first quarter of 2003 in all five departments where the HRRP works and the capital city. The HRRP also supported a number of commemorative activities as discussed above in Section II.C.

#### 2. Problems Encountered

##### **Media campaign for populations unaware of or that feel unaffected by the conflict**

Following elections-related violence on July 24 – 25, 2003, the various sponsoring agencies of the campaign, in coordination with BBDO, determined that the political environment was not conducive to a campaign launch related to the conflict. Despite efforts to develop positive, non-politicized messages that avoided accusations regarding the past, it was decided that the campaign should not be launched until after the first round of elections on November 9, 2003. The HRRP received authorization from USAID Guatemala to begin work again on November 12, 2003 and the campaign was launched on January 8, 2004 (**Annex R**).

## Youth

A teacher strike from the beginning of the year (January) until resolution on March 11, 2003, hindered efforts to promote usage of “El Trapiche” in schools in all five departments. As a result of the time lost, and the reduced academic year, only 33 schools in the departments of Quiché and Huehuetenango were able to use “El Trapiche” in 2003. The remaining departments of Baja and Alta Verapaz, and Chimaltenango, were offered “El Trapiche” in January 2004, and following trainings, some 63 schools utilized the radio-novel in the final year of the project (**Annex S**).

### **Sub-grant awards for populations affected by the conflict**

The Instancia Multi-Institucional, after almost an entire year of talks with the Government of Guatemala, successfully negotiated approval of a National Reparations Program for victims of the armed conflict, instituted on May 7, 2003 in a Governmental Accord of the President of the Republic. This was arguably the most significant step forward for civil society efforts to fulfill the recommendations of the HCC to date. However, local civil society organizations representing victims continued to jockey for position within the plan, threatening to divide local communities in the process. The HRRP participated in an ad hoc group of donors and activists that accompanied the management and implementation of the process with a view towards avoiding conflict between participating organizations (**Annex T**).

### 3. Achievements

#### **Media campaign for populations unaware of or that feel unaffected by the conflict**

The HRRP successfully developed a coordinated effort among international agencies, including German Technical Cooperation (GTZ) and the United Nations Verification Mission (MINUGUA); and prominent local organizations, including the PDH, ASIES, CIRMA, IDHUSAC and INTRAPAZ of the Universidad Rafael Landívar, to promote the conclusions and recommendations of the Historical Clarification Commission to populations who have not historically identified with or recognized the effects of the armed conflict.

This effort included a competitive process presented to 46 publicity agencies in March 2003 that produced fourteen proposals. After selecting three finalists the proposed publicity pieces were reviewed in focus groups in Guatemala City and Cobán by a professional media services firm, Grupo de Servicios de Información (GSI).

As a result of the focus group process, one of the worlds’ most prestigious publicity agencies, BBDO, was selected and sub-contracted to implement the campaign. This process was a rare example of productive donor coordination and produced a validated campaign with positive messages emphasizing the visionary aspects of the HCC Conclusions and Recommendations. The campaign distributed 15,000 copies of the Historical Clarification Commission (HCC) report through local offices of the PDH. Tracking of media spots estimated that over a million viewers had seen the spots in the metropolitan area of the capital alone. Public relations activities included an artistic competition and conflict resolution puppets/mural paintings in 17 schools.

GPA noted that 38% of 480 persons sampled in the five departments and capital city recognized the media campaign. However, GPA did note that indifference and apathy continue to exist regarding historical memory, especially among youth, and an authentic understanding of how the conflictual past affects current reality will require sustained efforts beyond one media campaign.

## Youth

The radio-novel, “El Trapiche”, which uses proto-typical local experience to promote HCC findings and human rights concepts, was used in 33 schools in Quiché and Huehuetenango with some 1,184 students in 2003, and approximately 3,700 students in 63 schools in Baja/Alta Verapaz and Chimaltenango in 2004.

The HRRP monitoring (**Annex S**) indicated that teachers were pleased with the radio-novel as a pedagogical tool for communicating issues related to human rights, the HCC and the armed conflict for which they have no other materials; for academic reasons such as increased reading comprehension and participation; and for improved civic attitudes that the material inspired.

## Sub-grant awards for populations affected by the conflict

External monitoring by GPA noted that dissemination activities for affected populations reached 44,379 persons in 50 municipalities, including 26,397 persons reached by the Instancia Multi-Institucional that established 800 local committees for reparations for victims of the conflict. Counterparts also reached 15,600 people through local fairs, community theatre and local groups analyzing the radio drama “El Trapiche”. This is an incredible achievement considering that three of the six projects lasted for one year and the remaining three received a four-month extension.

## Sub-grant awards for dissemination to affected populations (initiated Feb. 2003)

Organization	Activity	Sub-region
Caja Lúdica/Grupo de Apoyo Mutuo	Peace and Conciliation Fair: Sensitizing and Forming Artistic Promoters	Select departments
Centro Maya Saqbé	Kemon K’aslem: Weaving the Future	Chimaltenango
Centro Internacional para Investigaciones en Der. Hum. (CIIDH)	Understanding the past to forge the future	Guatemala City
Instancia Multi-Institucional por la Paz y la Concordia	Understanding the Truth as a Necessary Step for Peace, Justice and Reconciliation	All five departments
Oficina de Derechos Humanos del Arzobispado de Guatemala	Dissemination and Devolution of the HCC and REMHI reports	Quiché
Pastoral Social/SERVIR	Dissemination of recommendations and findings regarding the armed conflict	B/A Verapaz

Further detail on LLR3 sub-award efforts is included in **Annex T**.

The HRRP also sponsored commemorative activities for victims of the conflict.

## HRRP Dignification of Victims of the Conflict Sub-Awards 2002 - 2004

Organization/Project	Activity
Asamblea Consultiva de Poblaciones Desarraigadas (ACPD)	Regional Commemorative Forum in the Ixcán, Quiché, 14/15

	March 2002 Regional Commemorative Forum in Ixil Zone, Quiché, 22/23 March 2002
<b>Asociación Comunitaria de Desarrollo Integral Maya Mam (ACODIM)</b>	Monument in S. Ildefonso Ixtahuacán, Huehuetenango, 11 December 2003
<b>Asociación de Familiares de Detenidos-Desaparecidos de Guatemala (FAMDEGUA)</b>	Mural in Zone 17, Guatemala City, 29 August 2003
<b>Asociación para el Desarrollo Integral de las Víctimas de la Violencia en las Verapaces Maya Achí (ADIVIMA)</b>	Monument for Aldea Pichec, Rabinal, B.V., 26 June 2003 Monument for Aldea Rancho Bejucos, Rabinal, B.V., 26 June 2003 Monument for Aldea Piedra de Caal, Rabinal, B.V., 26 June 2003 Monumento en Pacux, Rabinal, B.V., 28 April 2004
<b>Asociación y Equipo de Educación en Salud Comunitaria (ETESC)</b>	Monument in Buena Vista, S.A. Huista, Huehuetenango, 14 May 2003 Monument in Agua Escondida, S.A. Huista, Huehuetenango, 14 May 2003 Monument in Babeltzap, Barillas, Huehuetenango, 14 July 2003 Monument in Petanac, S. M. Ixtatán, Huehuetenango, 14 July 2003
<b>Centro de Acción Legal en Derechos Humanos (CALDH)</b>	Commemorative Weaving of Victims Names, 25 February 2004
<b>Centro Maya S'aqbe</b>	Monument (Niches) in El Carmen, Chimaltenango, 15 December 2003
<b>CONADEHGU/GAM</b>	Monument in Chugüexá IIA, Chichicastenango, Quiché, 26 February 2002 Monument in San Antonio Sinaché I, Zacualpa, Quiché, 25 April 2002 Monument in San Antonio Sinaché II, Zacualpa, Quiché, 26 April 2002 Monument in Chicabracán I, Santa Cruz del Quiché, 29 April 2002 Monument in Cicabracán II, Santa Cruz del Quiché, 30 April 2002 Monument in Pacajá, Santa Cruz del Quiché, 5/6 July 2002 Monument in Cucabaj, Santa Cruz del Quiché, 16/17 August 2002 Monument in Ical, Colotenango, Huehuetenango, 29/30 August 2002 Monumento in Pasojoc, Zacualpa, Quiché, 29 November 2002 Monument in Tunajá, Zacualpa, Quiché, 3 June 2003 Monument in Zacualpa, Quiché, 29 July 2003 Monument in Choiacamán IV, Santa Cruz del Quiché, 20 March 2003
<b>Coordinadora Nacional de Viudas de Guatemala (CONAVIGUA)</b>	Monument in S. Cruz del Quiché, 17 April 2002 Monument in Chiché, Quiché, 7 March 2003 Monument in Uspantán, Quiché, 29 March 2003 Monument in Panzós, A.V., 29 March 2003 Monument in Chichicastenango, Quiché, 27 May 2004
<b>Coordinadora Regional de Derechos Humanos de Ixcán (CORDHII)</b>	Monument in Santa María Tzejá, Ixcán, Quiché, June 2002 Commemorative Activity in Cuarto Pueblo, Ixcán, Quiché, 13 March 2002
<b>Equipo de Educación en Salud Comunitaria (ETESC)</b>	Monument in S. Mateo Ixtatán, Huehuetenango, 10 June 2004 Monument in Yalambojoch, Nentón, Huehuetenango, 15 July 2004
<b>Fundación de Antropología Forense de Guatemala (FAFG)</b>	16 Photographic Exhibitions 1. Chimaltenango, 1-7 July 2003 2. S. Martín Jilotepeque, Chimaltenango, 8-14 July 2003 3. S. Juan Comalapa, Chimaltenango, 15-21 July 2003 4. S. José Poaquil, Chimaltenango, 22-28 July 2003

	5. Nebaj, Quiché, 3-9 July 2003 6. Zacualpa, Quiché, 10-16 July 2003 7. Chiché, Quiché, 17-23 July 2003 8. Chichicastenango, Quiché, 24-30 July 2003 9. S. Cruz del Quiché, Quiché, 31 July – 6 August 2003 10. Salamá, B.V., 13-18 August 2003 11. Rabinal, B.V., 19 August -1 September 2003 12. Chisec, A.V., 8-12 August 2003 13. Cobán. A.V., 13-18 August 2003 14. Cahabón, A.V., 19-25 August 2003 15. Panzós, A.V., 26 August -1 September 2003 16. National Cultural Palace, Guatemala City, 5-29 September 2003
<b>Grupo de Apoyo Mutuo (GAM)/Caja Lúdica</b>	Commemoration of 4 <sup>th</sup> Anniversary of HCC, 25 February 2003 Mural in Huehuetenango, 10 December 2003 Monument in Aldea Corinto, Cuijco, Huehuetenango, 25 March 2004
<b>Instancia Multi-Institucional</b>	Monument for Victims Design Contest, December 2002
<b>Movimiento de Desarraigados del Norte de Quiché</b>	Monument in Nebaj, Quiché, 4 July 2003
<b>Oficina de Derechos Humanos del Arzobispado de Guatemala (ODHAG)</b>	Commemoration of 4 <sup>th</sup> Anniversary of Bishop Gerardi, April 2002 Commemoration of 5 <sup>th</sup> Anniversary of Bishop Gerardi,, April 2003 Restoration of Monument to Victims in Cathedral, June 2004
<b>Organización de la Mujer Indígena para el Trabajo ( OMIT)</b>	Monument in S. Juan Cotzal, Quiché, 8 July 2004
<b>Pastoral Social/Coordinadora de Víctimas (CODEVI)</b>	Monument in Chisec, A.V., 15 August 2003 Monument in Cubulco, B.V., 12 December 2003

#### D. LLR 4: Coordination promoted among human rights groups

##### 1. Strategy

##### **National Human Rights Movement (MNDH)**

Given the sensitivities and rivalries among civil society human rights organizations in Guatemala, the HRRP sponsored a strategic planning workshop with key human rights CSOs in September 2001 to serve as a framework for future efforts at coordinated action by the human rights sector (**Annex U**). The project strategy has since been to identify and support areas of the strategic plan where a consensus exists among human rights organizations and immediate impact is achievable. The first of these consensus building issue-areas for initial coordinated action included the election of the Guatemalan Human Rights Ombudsperson and a series of regional congresses leading to a National Congress of Human Rights Organizations.

In 2002, the HRRP supported a consortium of human rights organizations to develop a consensus proposal for candidates for the new Human Rights Ombudsperson. The consortium began calling itself the Movimiento Nacional por los Derechos Humanos (MNDH) and one of the proposed candidates was elected Human Rights Ombudsperson by the Guatemalan Congress.

The HRRP also awarded a sub-grant to the MNDH to undertake a national consultation of 9 regional pre-congresses leading to a Congress of Guatemalan Human Rights Organizations in December 2002. The MNDH actually conducted 13 pre-congresses and some regional

organizations, such as SERVIR in Baja and Alta Verapaz, held local mini-congresses to ensure the participation of local communities. The Congress formed the basis for developing a more formal coordination structure. Based on the proposals of the Congress of Guatemalan Human Rights Organizations, the HRRP, in conjunction with the MNDH and USAID Guatemala, defined a sub-award for a second round of MNDH coordination activities between mid-2003 and mid-2004. At mid-point in the sub-award, the MNDH organized a second National Congress to elect a new, more representative governing structure (**Annex**

## **V). Guatemalan Office of the Human Rights Ombudsperson (PDH)**

### Coordination with Civil Society

Following the election of Dr. Sergio Morales in May 2002, the first Guatemalan Ombudsperson elected by the Guatemalan Congress with the support of civil society human rights organizations, expectations were high for improved collaboration between civil society and the PDH. However, initial personnel changes under Dr. Morales and a lack of sustained contact between the PDH and civil society human rights organizations led to a climate of disappointment as the potential for coordination was not fulfilled.

The HRRP believed that the way to promote coordination between civil society and the PDH was through areas of mutual interest where collaboration was fundamental for improving the situation of human rights in Guatemala. One of these areas was the subject of increased intimidations and attacks on human rights defenders – including human rights activists from both civil society and the PDH.

For this reason, the HRRP sponsored a series of initiatives based on the situation of human rights activists in order to re-vitalize the issue of collaboration between the PDH and civil society. The first of these activities was a Forum on July 14, 2003 to examine the role of the Ombudsperson with regards to international human rights protection mechanisms followed by a discussion more broadly focused on civil society – PDH relations. USAID sponsored a follow-up workshop on International Mechanisms for Human Rights Protection in coordination with the Center for Justice and International Law (CEJIL) on August 6 – 8, 2003 with 10 members of civil society and 19 officials from the PDH, which included a review of protection mechanisms available in the Inter-American system and the experiences of México and Colombia.

### Strategic human rights education review

Further coordination efforts included support to the PDH for a comprehensive review of human rights educational methodologies. The HRRP sub-contracted the Peruvian Institute for Education in Human Rights and Peace (IPEDHEP) to facilitate a series of workshops that included local human rights education experts and practitioners from both civil society and the Office of the Ombudsperson (**Annex W**).

First workshop (September 23 – 25, 2003): 26 persons, 10 educators of the PDH and 16 civil society persons with extensive experience in human rights education (including four persons working with the National Human Rights Movement), focused on an integral analysis of the human rights situation and challenges to human rights education in the process of democratization. Initial methodological considerations were established.

Second workshop (October 28 – 30, 2003): Focused on human rights education methodologies and pedagogical principles for constructing a social process where rights are valued.

Third workshop (January 27- 29, 2004): Formulated a consensus sense of mission, vision, objectives, content and strategic sectors of target populations for human rights educators that will form the basis of human rights methodological kit. Participants also established a Network of Human Rights Educators to continue beyond the workshops.

The final product of the strategic human rights education review was a Human Rights Education Methodological Kit (**Annex W**) presented in July 2004 as the project ceased implementation activities. The Kit summarizes the integral vision promoted by the HRRP in which human rights are connected to everyday Guatemalan reality and offers methodologies for training in human rights. The kit consists of four modules: 1) Integral Vision of Human Rights; 2) Confusions, Lies and Truths About Human Rights; 3) The Right to Defend One's Rights; and 4) Educating for Life, and a conceptual guide.

#### Local human rights action plans

During 2004, the HRRP, with the support of CEIBA, implemented a cycle of workshops for the development of local human rights action plans in all five departments to further local coordination between civil society and the PDH. Action plans (**Annex X**) were developed by local civil society representatives and the local offices of the Office of the Human Rights Ombudsman, thus strengthening collaboration between civil society and the PDH and establishing priorities and activities for follow-up at the local level after the HRRP closes.

#### **Commission for the Investigation of Illegal and Clandestine Security Groups (CICIACs)**

In response to the declining atmosphere during the period of project implementation where threats and intimidations against human rights activists were common, a consortium of human rights civil society organizations and the Office of the Human Rights Ombudsman proposed a special commission to investigate illegal parallel powers in Guatemala in the spring of 2003. The proposal for a Commission for the Investigation of Illegal and Clandestine Security Groups (CICIACs) received support from U.S. Ambassador John Hamilton and Human Rights Watch – Americas. Following negotiations with President Portillo, a political agreement was signed on March 13, 2003 which envisioned installation of an investigative body, chaired jointly by three commissioners, on September 12, 2003.

As part of its efforts to promote coordination among civil society human rights organizations, the HRRP responded positively to an unsolicited sub-grant proposal from the six human rights organizations under the auspices of the Coalición para la CICIACs, which included the Centro de Acción Legal en Derechos Humanos (CALDH), the Fundación Rigoberta Menchú Tum, the Fundación Myrna Mack, the Grupo de Apoyo Mutuo (GAM), the Oficina de Derechos Humanos del Arzobispado de Guatemala (ODHAG), and was to be implemented by the Centro Internacional para la Investigación en Derechos Humanos/Coordinador Nacional de Derechos Humanos de Guatemala (CIIDH/CONADEHGUA). The grant provided resources for initial ground-work for the CICIACs, including lobbying and

awareness raising as well as specific studies on the investigative framework and the Constitutional implications of the commission. Further support was provided in subsequent limited amounts for publication of a study of attacks on human rights activists (**Annex Y**) and for continued grassroots organizing and lobbying.

## 2. Problems Encountered

### **National Human Rights Movement (MNDH)**

Following the initial success of the National Human Rights Movement in promoting the election of the first Human Rights Ombudsman elected with civil society backing, several issues made implementation of the consolidation phase sub-award of MNDH more difficult. These included continued rivalries among civil society human rights organizations; turn-over among MNDH technical staff; unequal progress in consolidation at the local level; and distractions related to the November 2003 elections. As a result of the latter, the second National Congress of Human Rights Organizations was postponed from December 2003 to February 2004.

External monitoring by GPA dating from the end of October 2003 documented local MNDH assemblies functioning in only 15% (3/22) departments, including Chimaltenango, Ixcán and San Marcos. However, a the HRRP review of local assemblies in late November indicated functioning local assemblies in an additional 5 departments (adding up to about 36% of the total), including Huehuetenango, Suchitepéquez, Zacapa, Alta Verapaz and Petén. Activities for November and December 2003 included further efforts in an additional six departments (Baja Verapaz, El Progreso, Jalapa, Jutiapa, Quiché and Sololá) and training efforts in coordination with MINUGUA. The MNDH had assemblies in about 15 departments, or 68% of total, functioning by the National Congress in February 2004. By the end of the project, GPA estimated that 70% (16/23) of local delegations were functioning. In a survey of 14 local delegations, 93% responded that they had begun local initiatives and 43% were coordinating with local offices of the PDH.

The process leading to the Second National Congress of Human Rights Organizations contained several weaknesses that flawed the Congress. GPA noted that internal organizational deficiencies within the MNDH led to lapses in contact with local delegations. The incorporation of many new participants led to an atmosphere in which much of the previously agreed tenets of the MNDH were debated again, including issues of representation and questions about finances. The pre-Congress process did not ensure that political divisions among human rights defenders did not affect the Congress. However, despite intense debate, the Second Congress did manage to elect a new governing structure that includes a wider geographical representation of delegates. The new Coordinating Commission, in addition to three previous members based in the capital, included participants from the regional delegations of Chimaltenango, Quetzaltenango, Quiché and Zacapa.

The HRRP coordinated with the MNDH in the last quarter of project implementation to ensure adequate feedback from the Second Congress at the local level through a series of regional post-Congress meetings and offered technical assistance to the MNDH to conduct reviews of the integral vision of human rights and institutional strengthening exercises regarding membership identity, coalition building and inter-institutional coordination to MNDH delegates (See Section IV.C. below). The HRRP believes that the new coordinating

structure will provide more representative management of the MNDH's future activities beyond capital city-based delegates, one of the main concerns of participating delegates.

### **Guatemalan Office of the Human Rights Ombudsperson (PDH)**

#### **Coordination with Civil Society**

Efforts to coordinate civil society and the PDH in the promotion and protection of human rights were hindered by continuing sensitivities on each side about the role of the other. External monitoring noted that HRRP efforts to support the PDH came late in the project (HRRP support for the PDH did not begin until almost a full year after the election of the new Ombudsperson). The HRRP tried to make initial advances in the area of coordination by sponsoring activities related to issues of mutual interest such as the security of human rights defenders (of both civil society and the PDH). However, the most successful coordination efforts were related to thematic areas such as human rights education and at the local level in the areas of education and local action plans.

#### **Commission for the Investigation of Illegal and Clandestine Security Groups (CICIACs)**

Civil society efforts to establish the CICIACs supported by the HRRP were hindered by delays in the arrival of the United Nations Technical Mission which defined technical and logistical aspects necessary for eventual establishment and political resistance of social sectors, including members of political parties represented in the Guatemalan Congress, which might be implicated by an international commission. The initial intended inauguration date of September 12, 2003 passed without publication of the UN report necessary for installation. Political opposition successfully delayed Congressional approval of the commission and it is doubtful as to whether it will ever be established.

### **3. Achievements**

#### **National Human Rights Movement (MNDH)**

The HRRP believes that the process of grassroots organizing, though admittedly difficult, continued to offer the greatest opportunity for impact over the long term. The efforts of the MNDH are historic. No such nation-wide efforts have been conducted successfully since the 1978 Frente Contra la Represión. A consolidated human rights network may have been the greatest challenge for the HRRP programming, but has also offered the greatest possibilities of results in the area of promotion and defense of human rights at both the local and national levels.

Perhaps the initial success of the MNDH in impacting a high-level State appointment, the election of the Human Rights Ombudsperson, created expectations for consolidation that were not realistic given the context of rivalries among human rights civil society organizations. In response to this challenge, the HRRP worked with the MNDH to ensure broad-based representation within the organizational structure that will be critical to overcoming the capital-city centralization that local delegations have denounced.

Up until the end of the HRRP support, the MNDH, as a voluntary grassroots social network, faced a continual challenge of disseminating a coherent strategy to address human rights issues. The HRRP contributed to the consolidation of this vision by working with decentralized local MNDH delegations in terms of training, for the development of local action plans and with the national delegates assembly on institutional strengthening issues related to human rights concepts and the identity of the MNDH as a social movement. However, despite the challenges, the MNDH expanded its support base, including development of a Human Rights Defenders Unit with support from a German NGO (DED) and a database developed in conjunction with the UN (MINUGUA). Further financial support is being solicited from Dutch (NOVIB) and British (Oxfam) NGOs to ensure continued consolidation. The ultimate sustainability of the MNDH will depend on its ability to respond to local and national human rights challenges and to consolidate its national coordinating commission with increased local representation.

### **Guatemalan Office of the Human Rights Ombudsperson (PDH)**

#### Human Rights Education (Coordination aspects)

The workshops for PDH Educators were followed up with local coordination efforts between PDH Educators and civil society in the departments where the HRRP works (the 50 educators work in 31 local offices across Guatemala but the project monitored activities only in the five departments of specified coverage). These included activities in Nebaj, Quiché (August 26, 2003); Cobán, A.V. (September 2, 2003); Santa Cruz del Quiché (September 29, 2003); Chimaltenango (September 30, 2003); and Salamá, BV (September 30, 2003). Further local coordination meetings were monitored by the project in Ixcán, Quiché (November 17, 2003); Salamá, BV (November 19, 2003); Nebaj, Quiché (November 20, 2003); Santa Cruz del Quiché (November 26, 2003); Huehuetenango (November 28, 2003); Cobán, A.V. (December 4, 2003); and Chimaltenango (December 16, 2003).

#### Strategic Human Rights Education Review

The HRRP strategic human rights education review process, the first effort of a joint civil society - PDH construction of a strategic vision for human rights education in Guatemala, continued to generate positive energy beyond the termination of the workshops. Following the final workshop participants agreed to develop a Network of Human Rights Educators and have held regular meetings to integrate coordination efforts and define a workplan with objectives and future activities beyond the life of the project.

The Human Rights Education Methodological Kit will form the basis for a coherent approach to convincing Guatemalans of the value of respect for human rights. The distribution of 3,000 kits to 99 civil society organizations and the PDH produced an enthusiastic response and immediate requests for more materials.

#### Coordination with Civil Society

The HRRP supported a coordinated effort of the PDH and MNDH to conduct December 10, 2003 Human Rights Day Commemorations in 7 towns in the five departments (Chimaltenango; Huehuetenango; Salamá, B.V., Cobán, A.V.; Nebaj, Santa Cruz and Playa

Grande, Quiché). The celebrations promoted a positive vision of human rights in a festive atmosphere.

### Local Human Rights Action Plans

Local action plans efforts received positive responses at the local level. The HRRP believes that locally defined priorities and follow-up will strengthen the ability of the PDH and civil society to provide human rights protection and advocacy upon departure of the UN Verification Mission (MINUGUA) and beyond the project life of the HRRP. Local action plans will also strengthen PDH capacity to address issues of policy and lobbying, in accordance with its efforts to develop internal social auditing capacity (“Procuración Política”).

### **Commission for the Investigation of Illegal and Clandestine Security Groups (CICIACs)**

The effort to investigate illegal clandestine powers, whether through an international commission like the CICIACs or through other efforts, will survive attempts to impede it. Pressure by human rights activists, the Human Rights Ombudsperson, the Executive branch of the Government of Guatemala, and the US government will ensure continued attention to the issue. The project provided limited but important support to ensure that the civil society coalition was able to position the issue through local organizing and advocacy efforts, including developing alternative plans for prosecuting clandestine powers in the likely event that the Commission is not approved by the Congress.

#### E. Overall result: Advancement of reconciliation and increased respect for human rights in selected geographic areas of Guatemala

##### 1. Strategy

The HRRP’s contributions to the promotion of “advancement of reconciliation and increased respect for human rights in selected regions” were based on expanding civil society ability to impact human rights and reconciliation issues at the local level and to participate more effectively at the national level. The project opted for local work with counterparts that had access to rural populations that have been historically excluded from decision-making in Guatemala. The HRRP also made efforts to tailor the discourse of human rights to the Guatemalan context. By making “human rights” understandable to Guatemalans (beyond the traditional politicized or legalistic conceptions) the project hoped that Guatemalans would come to value their rights and learn to work with State authorities in realizing them more effectively.

The HRRP also attempted to build programmatic initiatives around windows of opportunity identified by local interlocutors, such as the election of the Human Rights Ombudsperson, Negotiations for a National Reparations Plan for victims of the conflict. The project also supported organizing around key national issues such as the search for lost children or for far-reaching human rights consortiums such as the National Human Rights Movement or the Coalición para la CICIACs, to ensure broad participation in national-level issues related to human rights and reconciliation, and contribute to the AID Strategic Objective of “a more inclusive and responsive democracy”.

## 2. Problems Encountered

The HRRP encountered significant human rights challenges throughout the life of the project. At both the local and national levels, efforts to promote State – civil society collaboration and reconciliation were made more difficult by continued conflict, especially given the existence of an FRG government with many alleged human rights violators in official posts during most of the life of the project. Project quarterly reports document a deteriorating human rights environment in which attacks on activists, lynchings and civil unrest, and a cynical attempt at electoral manipulation by the FRG which led to the resurgence of para-militaries associated with some of the worst human rights violations of the conflict. The project tried to address these challenges by working locally and exploiting windows of opportunity where gains could be made.

## 3. Achievements

The HRRP successfully developed and consolidated a large group of civil society activists and organizations, many of which represent excluded or marginalized populations that are now able to act more effectively on issues of human rights and reconciliation. Guatemalan civil society organizations are now collaborating with State agencies at the local level for the prevention and resolution of hundreds of human rights and justice issues. They are also active at the national level to ensure policy responses for victims of the conflict, the search for children separated from their families during the conflict, the investigation of illegal parallel powers, and on-going human rights problems.

As mentioned in Section II.E. above, external monitoring noted that the project, by ensuring the human rights was addressed within the context of Guatemalan reality, changed the perception about human rights and made the concept applicable to all persons. The project created demand for more understanding and compliance with human rights, especially among the indigenous population, women and children.

## **IV. Lessons Learned**

### **A. Lower Level Result (LLR) 1: Citizens mobilized to protect their human rights**

#### **Stakeholder analyses**

The stakeholder analyses were effective tools in ensuring that sub-award objectives matched local realities and the challenges faced by local civil society organizations. Many human rights projects that define objectives without consulting with local interlocutors are unable to respond to the realities at the local level and produce the intended results of their efforts. For LLR 1 sub-awards, the HRRP counterparts essentially shaped the definition of objectives and criteria defined in the call for proposals through a consultative process, resulting in projects defined with greater sensitivity to local challenges and windows of opportunity. External monitoring noted the project's efforts at contextualizing human rights efforts to local needs and stakeholder analyses were a fundamental part of this.

#### **Training of Trainers Course**

The Training of Trainers (TOT) courses uniformly demonstrated increased understanding of human rights issues. However, low levels of academic training and project personnel turnover made continued follow-up an on-going necessity despite uniformly demonstrated increased understanding of human rights issues. The project addressed this need by continual methodological technical assistance by the USAID HRRP Project Development Officer for Education and follow-up TOT review courses for counterparts in Quiché and Huehuetenango that were not originally planned in the contract. Despite demonstrated improvement in understanding of human rights concepts, the project identified a need for reinforcement of human rights concepts at the local level. The National Human Rights Movement emphasized training at the local level to consolidate a consistent vision for unified action and hopefully will be able to address these needs beyond the life of the project.

#### **Mobilization through sub-awards to civil society organizations**

Despite generally weak capacity for implementation of project activities and continued political polarization in Guatemala, the HRRP counterparts made significant progress in meeting their objectives in LLR1 sub-award efforts. External monitoring indicated that linking civil society with local authorities responsible for human rights may lead to more effective protection of human rights at the local level. However, significant continued support will be necessary for coordination between civil society and State agencies to produce more systematic impact.

The HRRP strengthened counterpart management capacity through its Counterpart Institutional Strengthening Plan (See Section V.C. below) but civil society will need more formal training regarding legal processes and continued orientation to ensure effective collaboration. One possible venue for this support is through expanded efforts of the Justice Centers (supported by the USAID Justice Program) that focus on channeling civil society – State linkages towards resolution of cases.

## **Monitoring and Evaluation**

External monitoring and evaluation by Gish, Paz y Asociados proved very useful in developing a second level of contact with counterparts and a more comprehensive monitoring function. Counterparts responded positively to this collaborative approach which demonstrated that monitoring could be a useful management tool for counterparts instead of merely an institutional requirement to receive donor funds.

### **B. LLR 2: Advocacy and Dissemination efforts carried out for children ‘lost’ during the war**

The HRRP successfully implemented grant activities at both the local and national levels through the National Commission for the Search for Disappeared Children (CNBND). In the three years of its existence, the CNBND positioned the issue of children separated from their families during the conflict as an issue area around which civil society organizations, a few state agencies, international organizations and the population in general recognized the validity of the effort and celebrated the family reunions achieved. However, more advocacy focus was and is required to elicit a more adequate response from State agencies, most markedly in developing an adequate legal framework.

One impediment to this is that some State agencies that may have been involved in unethical or illegal management of children, including the Army, hospitals and orphanages, and is likely to continue to impede access to information regarding their past activities. The HRRP believes that more formal support from the international community will be required to elicit an adequate response from the Government of Guatemala. This has been difficult to achieve in an environment of competing disputes and legacies of the conflict, including claims by victims and former para-military patrollers and lynchings. However, continued efforts by the CNBND with support from the international community might ensure eventual Government of Guatemala compliance with the recommendation of the HCC to investigate children separated from their families during the conflict.

### **C. LLR 3: Information about internal war disseminated and remembrance activities**

#### **Media campaign for populations unaware of or that feel unaffected by the conflict**

Given the sensibilities regarding the conflict, including efforts at denial of its severity and efforts to evade responsibility for atrocities among certain sectors, the HRRP defined the target audiences for its efforts in greater detail and developed a broader base for dissemination efforts among organizations interested in dissemination of the HCC as a tool for creating a stronger sense of historical memory among Guatemalans. This type of consensus building and development of strategic alliances inevitably required more time than solely asking human rights organizations to bid for dissemination sub-awards but offered the possibility of a more effective dissemination campaign among social sectors not traditionally cognizant of the findings and recommendations of the HCC.

While the project efforts to create a consortium of national and international organizations to develop an integrated campaign helped solidify the legitimacy of the effort despite social sensitivities about recent Guatemalan history, further steps could have ensured greater impact of the message. Future efforts at coordination among donors and local organizations, formal

commitments should be procured for specific activities and resources beyond the establishment of a coalition. In fact, greater investment by the HRRP might have been more effective in creating a stronger process of reflection on the HCC Conclusions and Recommendations. The HRRP contributed the greater part of the resources (c. \$250,000 of a total six-month media and public relations effort of around \$300,000) but similar socially-oriented campaigns like “Por qué estamos cómo estamos” have involved three year periods of preparation and an additional three year implementation periods and millions of dollars of funding.

Weak media tracking in Guatemala also made adequate monitoring difficult. Only the principal national channels (not including cable) are monitored for audience ratings. Departmental cable television, radio and newsprint are not systematically tracked. However, tracking of national television channels indicated that 1,031,000 persons (approximately 70% of the viewing public in the metropolitan area) should have seen the spots during the months of January, February and March. External monitoring noted 38% of viewers being able to recall the campaign and a general survey increase from 38% to 51% of recall of the HCC Report between 2003 and 2004 – remarkable numbers given the variety of messages in the media related to the conflict and the limited resources dedicated to the campaign. The same external survey indicates strong continued demand to make available information for public understanding of recent Guatemalan history.

## **Youth**

“El Trapiche” inspired both interest and enthusiasm as an experience-based learning tool for the HCC findings, the Peace Accords and human rights concepts. As pointed out by external monitors, the HRRP is one of the first efforts to contextualize human rights discourse in a form that connects with local Guatemalan reality and the radio-novel was one of the principal forms of achieving this, indicating the value of utilizing experience-based learning tools in sensitive environments.

While the project was successful at presenting the radio-novel for local use in 100 schools and almost 5,000 students in the five departments, further efforts might be useful to convince the Ministry of Education to adopt “El Trapiche” as a material for use across Guatemala. Other USAID projects in the education field might also consider using the radio-novel to address recent history in a form that inspires stronger interest in reading and civic values.

## **Sub-grant awards for populations affected by the conflict**

Despite quarreling between civil society organizations, the establishment of the National Reparations Plan following the negotiations of the Instancia Multi-Institucional (IM) is arguably the greatest civil society-led achievement in implementing the Peace Accords. USAID and CAII had supported the IM in this issue-area since Proyecto Incidencia, which preceded the HRRP. This attests to the value of a long-term approach to counterpart support (applicable to the case of the National Human Rights Movement in Section V.D. below). The negotiations grew out of a multi-year effort to disseminate GOG commitments regarding reparations to rural populations that surpassed the life-span of several individual projects.

### **D. LLR 4: Coordination promoted among human rights groups**

### **National Human Rights Movement (MNDH)**

The HRRP and the MNDH, fresh from the unexpected success of civil society efforts to elect a candidate as Human Rights Ombudsperson, may have underestimated the difficulties of implementing consolidation activities in an election year. Efforts to energize local assemblies of the MNDH were distracted as local participants dedicated time to elections issues. Additionally, the MNDH team of 4 persons was challenged by the logistical difficulties of attempting to conduct organizational activities with local organizations of widely varying capacity in 22 departments.

The HRRP believes that the process of grassroots organizing, though admittedly difficult, still offered the greatest opportunity for impact over the long term. The efforts of the MNDH are historic. No such nation-wide efforts have been conducted successfully since the 1978 Frente Contra la Represión. A consolidated human rights network may have proven the greatest challenge for the HRRP, but may have provided the greatest possibilities of results in the area of promotion and defense of human rights at the local and national levels beyond the life of the project. Support for such social processes in sensitive areas should be considered over a sufficient period of time necessary to cultivate efforts into a more solidified form. It was simply unreasonable to expect a consolidated and consensus-based human rights movement to emerge based on prior trainings, some seed money for the election of the Ombudsperson, and two one-year grants – especially given the rivalries among local human rights organizations in Guatemala. However, the MNDH continues to organize itself, especially at the local level, and its continued consolidation may exceed expectations after HRRP closes.

### **Guatemalan Office of the Human Rights Ombudsperson (PDH)**

The HRRP efforts to promote coordination between the PDH and civil society would have been more effectively initiated if begun at the beginning of the new administration in 2002. The lack of contact and successful collaboration with civil society during the first year of the Ombudsperson's tenure led to an environment of mistrust and sensitivities that the project had to work to overcome. However, activities were begun in 2003 that have the potential to strengthen the relationship between the PDH and civil society beyond the life of the project.

### **Commission for the Investigation of Illegal and Clandestine Security Groups (CICIACs)**

Delays and key reversals have clouded initial optimism about the establishment of the CICIACs. However, civil society efforts have kept the issue alive and the scrutiny of illegal clandestine powers will continue with or without an eventual commission. Again, as with the MNDH, a longer-term view of counterpart support may be necessary for achieving success in sub-awards.

#### **E. Overall result: “Advancement of reconciliation and increased respect for human rights in selected geographic areas of Guatemala**

The overall result of the USAID Human Rights and Reconciliation Project (HRRP), the ***advancement of reconciliation and increased respect for human rights in selected geographic regions of Guatemala*** was achieved, as documented by external monitoring,

despite negative prevailing tendencies during the period of project implementation. Strengthened civil society efforts to collaborate with State agencies also contributed to USAID Guatemala's Strategic Objective of a "a more inclusive and responsive democracy". However, as external monitoring notes, speaking of "reconciliation" in a nation that underwent 36 years of internal war in which the forces responsible for human rights violations were not only left unsanctioned, but until recently held political power, is premature. Respect for human rights is truly a long-term goal given the ferocity of repression in Guatemala, which beyond the recent human rights violations, has arguably never experienced participatory political decision making.

Sustained efforts beyond a three year project will be required to achieve full respect for human rights and national conciliation given the centuries of exclusion from social and political decision-making. However, these issues may be addressed through a variety of programmatic strategies not necessarily limited to projects devoted to human rights and reconciliation per se. Efforts to promote participatory empowerment and educate regarding citizen' rights can be incorporated into projects related to justice, local governance, education, health and the environment. The experience of the HRRP indicates that much can be accomplished by integrating local conceptions of justice, empowerment and dialogue into programs. But much remains to be done and these concepts, and the participatory methodologies and experience-based learning that exemplify them, can be cross-cutting areas of focus in a wide variety of projects. By adopting a rights-based approach virtually all areas of programmatic support can encourage respect for human rights, reconciliation and participatory democracy.

## V. Project Implementation Issues

### A) Monitoring and Evaluation

The HRRP's comprehensive strategy was articulated in the Monitoring and Evaluation Plan to achieve the intended results (**Annex A**). The strategy included local stakeholder analyses, local baselines, external monitoring, internal and external reporting mechanisms, definition of lower level results and indicators for each results area, and significant counterpart involvement in the project's monitoring efforts to ensure that sensitivity to bottlenecks in implementation continue to be identified and addressed.

The fluid landscape of Guatemalan human rights and reconciliation issues made it imperative that monitoring and evaluation be a management tool that was sensitive to change and assisted in the identification of windows of opportunity. Based on both internal and external monitoring efforts, the HRRP modified and strengthened specific programming interventions to improve impact. Specific instances of monitoring used as a management tool include identifying the need to develop review training courses for counterparts in Quiché and Huehuetenango at the end of 2003; use of external monitoring reports of counterparts in these departments, the Verapaces; and for LLR 3 Dissemination sub-awards before renewing sub-grant support, and regular updates of counterpart activities by the project's external monitor, Gish, Paz y Asociados (GPA).

GPA assisted the project in many ways. Formal inputs for project management included establishing base-lines for geographic and thematic components; monitoring of listenership of "El Trapiche" and recall of the HCC Campaign; reviews of HRRP sub-award counterpart efforts; conducting an Omnibus survey on attitudes towards human rights and reconciliation; and preparing annual external monitoring progress reports. The usefulness of this information is demonstrated by the data presented in Section II Summary of Achievements by Results Area above.

GPA also assisted counterparts directly by providing monitoring technical assistance to each sub-award counterpart to ensure development of internal monitoring capacity. GPA accompanied the development of counterpart M&E instruments, which were generally implemented via surveys, interviews, and focus groups. These instruments were beneficial for project management (both for the HRRP and for local counterparts) and the external monitoring of the HRRP proved very useful in developing a second level of contact with counterparts and a more comprehensive monitoring function. Gish, Paz y Asociados worked hard to demonstrate that monitoring could be a useful management tool for counterparts, who responded positively to this collaborative approach.

In its final year of implementation, the HRRP monitoring and evaluation demonstrated achievement of the project's intended results in the areas of human rights and reconciliation (See Section II above).

## B) Gender and Equity Considerations

Gender and Equity (the latter referred to as “multi/interculturality” in the Guatemalan context), like human rights and reconciliation, are fundamentally related to the historical reality of social exclusion that no single project can resolve by itself. For them to be truly cross-cutting issues for all sub-awards and project initiatives, the HRRP generated discussion processes and analysis with program counterparts and participants that empowered them to critically approach discriminatory attitudes and practices, in order to create spaces where excluded groups have a say in the results (decision-making power). This has been exemplified in the content of the HRRP trainings, counterpart participatory methodologies, inclusive popular education methodologies, and institutional strengthening efforts aimed at promoting collaboration with State agencies on issues related to discrimination and participatory definition of programming that included gender analysis.

The HRRP directly executed training activities contained a gender component in their programs. Local Guatemalan gender experts facilitated these interventions to ensure that gender issues were addressed in terms of local discourse. However, many counterparts struggled with gender considerations, especially in the context of Mayan communities. In November 2002, the HRRP contracted an external gender expert to review counterpart integration of gender perspectives in its activities and organizational structure. The report noted significant obstacles that formed the basis for follow-up efforts in 2003, including strengthened gender components in Training of Trainers courses, PDH education efforts and the aforementioned institutional strengthening workshops.

Many LLR 1 the HRRP counterparts focused specifically on women’s rights in their efforts to promote and defend human rights, including CASODI, Defensoría Indígena, Ixmukané, Radio Comunicadores de Chiantla, FUNMMAYAN, ADIVIMA and the Comité de Justicia de Chimaltenango. External monitoring by GPA indicated that many of these efforts were directed towards issues directly affecting the discrimination of women (for example, in 2003 16 of 44 cases resolved in coordination with State agencies were in Family Court as per GPA 2003 HRRP Monitoring Advances Report).

In terms of participation, a November 2003 HRRP review of recent counterpart quarterly reports of 7 of 24 (29% of the total) LLR 1 counterparts indicated that of 1,615 persons participating in LLR 1 human rights trainings (replicas) at the community level, the number of women participating was right at 50% (803 women). In 2003, GPA documented a high incidence of participation of women in the HRRP activities (for example, 5,540 women or 48% of total in human rights trainings as per p. 10 of GPA 2003 HRRP Monitoring Advances Report). Additionally, GPA documented 16,550 women (60 % of total documented) participating in Historical Clarification Commission dissemination efforts of HRRP counterparts directed at affected populations, who are mainly victims of the conflict. One counterpart, the Instancia Multi-Institucional has established 405 Victims Committees in local communities in which 553 women (47% of the total) are community representatives (both figures are on p. 15 of the aforementioned GPA 2003 HRRP Monitoring Advances Report).

The final external monitoring figures in 2004 expanded the documentation regarding participation of women in the HRRP activities: 46% (7,515 of 16,498 total) of all participants in LLR 1 local trainings were women; and 59% (16,798 of 28,292) of direct beneficiaries

where gender is documented participating in LLR 3 HCC Dissemination activities were women. The HRRP recognizes that while participation is only the first step in gender equality, it is an important first step in communities where women have only recently begun to participate in community decision-making activities and these trainings often represent the first opportunity for rural women to study their rights as citizens.

Regarding intercultural equity issues, virtually all HRRP counterparts are working in indigenous Mayan communities, and many used indigenous concepts of justice and directed their work specifically at indigenous authorities. External monitoring documented that one counterpart, Defensoría Indígena Waxaqib Noj', resolved 264 local problems using indigenous Mayan customary practices. Roughly half of the HRRP counterparts were indigenous Mayan managed. Indeed, the very purpose of human rights work was to promote an environment of equitable respect for human rights, including the rights of indigenous peoples.

#### C). Institutional Strengthening of Counterparts

In August 2003 the HRRP hired a second Project Development Officer (PDO) to focus on the issue of institutional strengthening of counterparts with a view towards integrating the four project results areas and ensuring sustainability planning for the period beyond the life of the project. The PDO immediately conducted an intensive review, including meetings with 34 local counterparts, to assess needs and review advances to date, especially the monitoring reports and capacity building efforts of Gish, Paz y Asociados. This review served as the basis for an Institutional Strengthening Plan finalized in October 2003. That same month, a forum of all the HRRP counterparts focusing on inter-institutional coordination was held in Cobán. The Institutional Strengthening Plan was reviewed and validated with counterparts at the local level in late November and early December. From January through the end of July the PDO for institutional strengthening implemented an ambitious series of monthly workshops in each department with 71 persons (54% of which were women) from 26 participating local counterpart organizations implementing grant sub-awards as well as specialized efforts tailored to civil society consortiums like the CNBND or the MNDH.

The counterpart strengthening plan was divided into three areas of focus: promotion of inter-institutional coordination (including civil society attempts to collaborate with State agencies); strengthening of counterpart planning, monitoring and evaluation capabilities; and expanding participatory methodologies including a focus on gender. Counterparts responded enthusiastically to institutional strengthening efforts by the project. Many noted that these were the first institutional strengthening exercises in which they had participated.

While the focus was at the departmental level, institutional strengthening efforts were also conducted with an individual USAID counterpart, the Movimiento de Desarraigados del Norte de Quiché (MDNQ), as part of a multi-donor effort to support their strategic organizational planning effort. The PDO-IS was also the key facilitator of USAID HRRP efforts at coordination of counterparts in Chimaltenango.

**LLR 1 Counterparts Participating in Institutional Strengthening Workshops**

<b>Department</b>	<b>Counterpart</b>	<b>Dates</b>	<b>Persons participating</b>
Chimaltenango	1. CRD-GAM 2. Centro Justicia 3. Centro Maya Saqb'e 4. Coord. MNDH 5. Def. Indígena 6. REMHI 7. UDINOV	20 February 2004 27 February 2004 19 March 2004 26 March 2004 23 April 2004 30 April 2004 21 May 2004 25 June 2004	15
Huehuetenango	1. ACODIM-M 2. CEIBA 3. Comité Justicia 4. CRD – GAM 5. Red CS Chiantla	12-13 February 2004 4-5 March 2004 15-16 April 2004 13-14 May 2004 11 June 2004	19
Quiché	1. CASODI 2. CRD - GAM 3. Def. Ind. Sta. Cruz 4. Def. Ind. Chichicastenango 5. Def. Ind. Uspantán 6. IXMUKANE 7. Mov. Desarraigados	4-5 February 2004 11-12 March 2004 6-7 May 2004 10-11 June 2004	18
Verapaces	1. ADIVIMA 2. ADECOMAYA-DI 3. ADP 4. Comité de Justicia 5. FUNMMAYAN 6. Pastoral Social 7. SERVIR	18 February 2004 24-25 March 2004 28-29 April 2004 23-24 June 2004	19

An institutional strengthening proposal for LLR 2 Advocacy and Information Dissemination on the Subject of Children "Lost" During the War was developed in conjunction with CEDPA and tailored to the issue of lobbying for the CNBND within their Strategic Plan 2004-2007. CEDPA conducted multi-day workshops with the CNBND in May and July to produce a lobbying plan that will guide CNBND efforts beyond the life of the HRRP.

Based on the renewals process and project life of LLR 3 Dissemination of Information about the Internal War counterparts in which only three sub-grant counterparts continued after February 2003, only one of the three renewed sub-grantees, Centro Maya S'aqbe, participated in the institutional strengthening workshops, and was been incorporated into the Chimaltenango series of workshops.

For LLR 4, Coordination among Human Rights Groups, the HRRP presented an institutional strengthening proposal based on December 2003 consultations with the MNDH following reformulation of its management structure at the Congress on March 10, 2004. The Coordinating Committee reviewed the proposal and agreed to specific workshops on the conceptual basis of human rights which underlies the Movimiento; the identity of human rights defenders; inter-institutional coordination based on an analysis of previous experiences; and sustainability planning with regional delegates, that continued into July 2004.

External monitoring by GPA noted that institutional strengthening efforts began in the last year of implementation activities and would have been helpful earlier, especially in areas addressed such as strategic planning, advocacy, gender and M&E. There are two reasons that explain why these activities were not initiated earlier: 1) the HRRP waited until the project was at full implementation level (mid-2003) in order for all counterparts to participate; and 2) the project was originally intended to last until end of May 2005 (instead of end of September 2004) which would have meant a longer period of institutional strengthening activities.

The HRRP believes that despite the late start the institutional strengthening efforts were worthwhile and beneficial to counterpart efforts beyond the life of the project. GPA documents that 56% of HRRP counterpart participants had not had the opportunity to attend institutional strengthening trainings previously and that nearly 30% were implementing the techniques learned at institutional strengthening workshops by the end of the series.

#### **D) Grants Management**

As mentioned previously in Section III.A.2., the HRRP's implementation of grant sub-award support was delayed at the beginning of the project while awaiting a waiver for authorization to conduct grant activities from USAID. In November 2001 USAID decided to transfer the community mental health portfolio that had originally been Lower Level Result 2 in the HRRP to implementation by UNDP. The \$553,617 projected for this component were reduced from the project budget, resulting in the grant line item being reduced from \$2,000,000 to \$1,512,000. The contract with USAID was modified on 21 December 2001, some six months after initial implementation began, that, in addition to removing LLR 2 Community Mental Health, authorized the development of sub-grant activities.

The project's decision to work with organizations with access to rural communities in the five departments implicitly meant smaller amounts of grants to work with smaller organizations with less experience with grants management. This resulted in the project issuing 88 sub-grants from a \$1,512,004 fund.

Over 40% of these (38 of 88) were for amounts in the \$15-30,000 range. The largest single sub-grant awards were for \$85,000. Indeed, only 7 were for amounts over \$36,000 over one quarter of all sub-grants (24 of 88) were for amounts of less than \$5,000.

Range of grant value	Number of Grants	Grant recipients
Greater than \$50,000	5	LLR 2 (CNBND), 3 (IM) and 4 (MNDH)
\$30 – \$50,000	3	LLR 3 Counterparts
\$15 - \$30,000	38	LLR 1 Counterparts
\$5 – 15,000	18	Commemorations
Less than \$5,000	24	Commemorations/CICIACs
<b>TOTAL</b>	<b>88</b>	

Despite the project's best efforts to ensure adequate management of grant funds during the last six months of implementation during the first half of 2004, including re-investing

projected surpluses of grant funds that were projected to be unused by individual counterparts, several organizations returned unused grant funds after the end of implementation activities (despite their insistence that the funds would be used). This resulted in the project expending 99.25% of grant funds (\$1,500,528 expended of \$1,512,004 budgeted) during the life of the project.

#### E) Financial Management

As a result of delays in sub-grant award implementation mentioned in the previous section, the HRRP expenses were slightly lower than budgeted in the contract for the years 2001, 2002, 2003 (approximately US \$47,000 less than projected by the end of 2003). This was due to delays in sub-grant authorization. However, full implementation levels between mid-2003 and mid-2004 recuperated these shortfalls and, by the end of June 2004, the project was exactly on target for expenditures approved in the 2004 Workplan and for full funding as per the contract budget.

<b>Period</b>	<b>Contract Budget</b>	<b>Actual Expenses</b>
2001- end of 2003	\$ 3.027 million	\$ 2.980 million
2004	\$ 1.202 million	\$ 0.894 million (through <b>June 2004</b> )
Total	\$4.229 million	\$ 3.874 million (through <b>June 2004</b> )

The preceding chart indicated a balance of US \$354,744 (\$3,874,712 expended as per the Voucher Number 37 covering up to 30 June 2004) for final implementation activities and closure. However, the funding amount was reduced by \$75,000 at this time (June 2004), a 2% reduction from full funding, leaving a final project value of \$4,154,457.

## IV. Annexes and Meetings/Interviews

### Annexes

(Annexes A to Z excluding B can be obtained by contacting Creative Associates International, Inc.)

- Annex A: Summary of Intended Results
- Annex B: Final Evaluation of the HRRP by Gish, Paz y Asociados
- Annex C: Stakeholder Analyses
- Annex D: El Trapiche (Booklet and Broadcasting Reviews)
- Annex E: TOT Programs
- Annex F: LLR 1 Quiché Counterparts
- Annex G: Huehuetenango LLR 1 Counterparts
- Annex H: Verapaces LLR 1 Counterparts
- Annex I: Chimaltenango Counterparts
- Annex J: PDH Workplan
- Annex K: PDH Workshop Reports
- Annex L: Human Rights Education Methodological Kit
- Annex M: IT Support to the PDH
- Annex N: CNBND Institutional Strengthening for a Lobbying Plan
- Annex O: CNBND Legal Proposal
- Annex P: CNBND Final Report
- Annex Q: Documento Marco for HCC Dissemination
- Annex R: HCC Media Campaign
- Annex S: School surveys for “El Trapiche”
- Annex T: HCC Dissemination Counterparts
- Annex U: MNDH Strategic Planning
- Annex V: MNDH Final Report
- Annex W: PDH Strategic Education Review
- Annex X PDH Local Action Plans
- Annex Y: Coalition for CICIACs Reports
- Annex Z: Institutional Strengthening Component

Annex B: Final Evaluation of USAID HRRP by Gish, Paz y Asociados

*Gish, Paz & Asociados  
Apartado Postal # 31, Panajachel, Guatemala  
Oficina sede: Centro Chiyá, Santiago Atitlán, Guatemala  
Teléfono (502) 721-7547 Celular (502) 910-9932 y 813-7070  
E-mail: [gishpaz@intellnett.com](mailto:gishpaz@intellnett.com) y [dlgish@intellnett.com](mailto:dlgish@intellnett.com)*

***EVALUACION EXTERNA  
DEL  
PROGRAMA DE DERECHOS HUMANOS Y  
RECONCILIACION DE USAID  
Reporte Final***

***PRESENTADO A:***

***CREATIVE ASSOCIATES INTERNATIONAL, INC.  
CAII/GUATEMALA***

***PREPARADO POR:***

***GISH, PAZ & ASOCIADOS***

***Santiago Atitlán, Guatemala  
24 de agosto del 2004***

Esta consultoría ha sido posible mediante el apoyo suministrado por la Agencia Internacional de los Estados Unidos para el Desarrollo. Las opiniones aquí expresadas son las de las autoras y no necesariamente reflejan los puntos de vistas de la Agencia Internacional de los Estados Unidos para el Desarrollo.

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## RESUMEN EJECUTIVO

El Programa de Derechos Humanos y Reconciliación de USAID (PDHR) fue implementado en Guatemala por Creative Associates International, Inc. durante los años 2001-2004 en 5 Departamentos afectados por el conflicto armado, habitados en su mayoría por población indígena Maya siendo: El Quiché, Huehuetenango, Alta y Baja Verapaz, Chimaltenango.

La Asesoría Internacional *Gish y Paz (GPA)*, fue contratada por el PDHR para facilitar el Monitoreo y Evaluación externa y apoyar a la gerencia para la toma de decisiones durante la vida del Programa. Las áreas en donde GPA incidió fue en apoyar en el diseño del Plan de M&E 2001-2004, realizar un análisis institucional sobre actitudes y percepciones hacia los derechos humanos en El Quiché, revisar cada una de las propuestas aprobadas, seguido del levantado de líneas de base para cada una de éstas, diseño de instrumentos de monitoreo, monitoreo de actividades, reportes anuales de avances y la evaluación final.

Adicionalmente, se realizaron 3 investigaciones puntuales las cuales fueron: Evaluación de la radionovela El Trapiche; Estudio tipo Ómnibus para conocer las percepciones de la población hacia los Derechos Humanos y otro estudio para sondear el reconocimiento de la Campaña de Medios de la CEH ejecutada por BBDO. El trabajo de M&E externo del PDHR fue implementado por las socias principales con apoyo de su equipo técnico conformado por 12 personas de ambos sexos, Mayas y Ladinos, en los 5 Departamentos y la Ciudad de Guatemala.

El objetivo central establecido para el PDHR fue el de *avanzar la reconciliación y aumentar el respeto a los derechos humanos en las zonas geográficas establecidas* y para ello se establecieron 4 líneas de acción, cada una con resultados específicos los cuales sintetizadamente se describen a continuación:

Resultado 1: Ciudadanía movilizada en la protección de los derechos humanos. De 119 personas capacitadas a través del TOT, 71 desarrollaron 24 proyectos en los cuales implementaron la estrategia de capacitación y lograron dar cobertura a 1,343 aldeas/comunidades de 85 Municipios en los 5 Departamentos. El personal técnico de las Contrapartes estableció 354 coordinaciones con Entidades del Estado y/o Gobierno de manera de prevenir o solucionar asuntos de Derechos Humanos. A parte, se resolvieron 264 casos por Derecho Maya y a través de las capacitaciones desarrolladas se benefició a 16,498 personas de las cuales 7,515 (45.5%) fueron del sexo femenino y 8,983 (54.5%) del sexo masculino.

Como efectos de este proceso formativo, se ha podido documentar 499 iniciativas tomadas por las personas beneficiarias para prevenir o solucionar problemas entre las que se tiene: 157 denuncias presentadas; 116 mediaciones; 61 nuevos grupos de mujeres y jóvenes organizados; 69 acciones nuevas de capacitación; 53 orientaciones/consejos brindados para solucionar problemas y 43 iniciativas relacionadas con prevención de linchamientos (37 personas salvadas y 6 acciones relacionadas con comunidades que se capacitaron específicamente para no tomar la justicia por sus propias manos). Los tipos de asuntos de derechos humanos más comunes se relacionan con la pensión alimenticia, violencia intrafamiliar, problemas conyugales, de tierra, de linderos/mojones, de nacimientos de agua, amenazas, robos, agresiones físicas, etc.

Bajo esta línea de acción la Contraparte IGER tuvo bajo su responsabilidad el diseño y producción de la radionovela El Trapiche, la cual se divulgó en emisoras de radio y centros educativos de los 5 Departamentos y la Ciudad. Esta radionovela se validó como una herramienta para educar sobre la

temática de los derechos humanos. El sondeo realizado por GPA indicó que de 1060 personas encuestadas, 25% escuchó el programa y manifestó el aprendizaje adquirido en relación a los derechos humanos.

También como parte de acciones de educación, se pudo desarrollar otro proceso con los Educadores, Promotores y Oficiales de la Procuraduría de los Derechos Humanos (PDH), lo cual permitió fortalecer las habilidades y fomentar la integración del personal a nivel nacional, ya que por medio del PDHR, la PDH tuvo la oportunidad de reunir a todo su personal por primera vez en más de 7 años. Finalmente, el PDHR diseñó, produjo y reprodujo 4 módulos para capacitar a Promotores de Derechos Humanos, de los cuales se hizo un tiraje de 3,000 juegos.

*Resultado 2: Incidencia/diseminación sobre niñez desaparecida en el conflicto armado:* Se apoyó a la Comisión Nacional de Búsqueda de Niñez Desaparecida (CNBND) la cual está conformada por 8 Organizaciones entre las que se cuenta a la PDH. A través del apoyo brindado por el PDHR se logró la oficialización ante la Instancia del Procurador de los Derechos Humanos y se redactó un borrador de la Ley pertinente. La tarea pendiente bajo esta línea de acción es que la CNBND presente la propuesta de Ley ante el Congreso de la República. También sistematizaron su experiencia, cuentan con una base de datos, están dando seguimiento a 121 casos y realizaron 15 reencuentros entre niñez desaparecida y sus familiares. Se promovió la Comisión a nivel nacional y se coordinó activamente con más de 30 organizaciones. Se estimó a través del Ómnibus que casi el 30% de la población conoce el quehacer de la CNBND.

*Resultado 3: Información sobre el enfrentamiento armado es diseminada y actividades de conmemoración realizadas:* Aquí se segregó la población a atender y en ese sentido se tuvo la población afectada por el conflicto, la no afectada y la juventud. Para atender la Población Afectada se ejecutaron 6 proyectos que alcanzaron un estimado de 44,379 personas de las cuales unas 26,000 personas (59%) fueron atendidas por la Instancia Multiinstitucional (IM) entre las que se incluye a 8,000 que han conformado alrededor de 800 Comités Comunitarios de Víctimas. Las reacciones de esta población fueron cambiando durante el proceso desde sentir temor hasta tener la convicción de organizarse para reclamar al gobierno que cumpla con los Acuerdos de Paz. Cuatro representantes con los que tuvo relación el PDHR, inciden políticamente al ser seleccionados como los representantes de la sociedad civil, para formar parte de la actual Comisión Nacional de Resarcimiento a quien ya el nuevo gobierno de GANA ha hecho un primer desembolso por Q 30 millones.

Para dar alcance a la Población No Afectada y la Juventud se desarrolló una campaña Nacional de Medios y se estima que un 38% de la población reconoció los anuncios. Esta campaña solo invitó a buscar y leer el documento para el Esclarecimiento Histórico pero no informó sobre su contenido. La reacción general de esta población es la de seguir siempre NO Afectada pues la mayoría no percibe la relación de las consecuencias y/o efectos del conflicto en su actual forma de vida y no tienen tiempo y/o interés para buscar ni leer el informe. Además opinaron que la violencia actual que impera en el país se agrava día a día, lo cual no da tiempo para pensar en la violencia del pasado.

*Línea # 4: Mayor coordinación entre grupos de derechos humanos:* Bajo esta línea se brindó apoyo al Movimiento Nacional por los Derechos Humanos, el cual logró articular una estructura que permite tener presencia en 21 Departamentos y las regiones de Ixcán e Ixil para un total de 23 Coordinadoras y/o Juntas Directivas, las cuales en su mayoría son nuevas y por lo tanto no se han consolidado y no cuentan con un proceso fortalecido para coordinar con entidades del Estado. Luego de dos años de apoyo hoy día solo cuentan con un 15 a 20% de las 264 organizaciones que participaron en la línea de base del 2002.

Entre otras acciones, el MNDH logró incidir políticamente a través de la elección del actual Procurador de los Derechos Humanos quien fue propuesto por este Movimiento. Con apoyo de MINUGUA se produjo el Manual de Derechos Humanos, el cual está siendo utilizado como herramienta de capacitación, además tuvo participación en el proceso de Visión Estratégica facilitado por el PDHR a través del cual se han generado materiales útiles. El Director de CALDH, la entidad Contraparte responsable de administrar los fondos del PDHR para el Movimiento, es el actual Comisionado Presidencial de los DDHH dirigiendo la Entidad COPREDEH.

A pesar de algunos avances, la Comisión Ejecutiva/Coordinadora, por debilidades en implementar sus estrategias, alcanzaron resultados limitados en cuanto al objetivo establecido de *lograr mayor coordinación*.

**Fortalecimiento Institucional:** Aunque comenzó tarde en el proceso del PDHR, para contribuir al alcance de los objetivos establecidos en las propuestas de proyectos de las 4 líneas de acción, se propició acciones de fortalecimiento institucional. Se obtuvo que un 56% de las Contrapartes fue la primera vez que tuvieron acceso a este tipo de procesos y se estima que un 28% ya ha comenzado a poner en práctica el aprendizaje adquirido en vías de mejorar los procedimientos institucionales.

**Conclusión general y consideraciones para el futuro:** Con todo lo anterior y teniendo una visión general de los resultados obtenidos por el PDHR, al concentrarse en el objetivo central, pueden rescatarse tres logros sumamente importantes:

En primer lugar, logró *despertar el interés* de la población beneficiada por conocer sobre los derechos humanos para mejorar su calidad de vida. En segundo lugar, logró un *cambio en la percepción* que la población ha tenido sobre los Derechos Humanos, pues en muchos casos se ha relacionado directamente con proteger a los delincuentes y ahora perciben que los derechos existen para todas las personas. En tercer lugar, *creó demanda* entre la población para mantenerse informada sobre sus derechos y han tomado conciencia de que existen Leyes, Acuerdos Internacionales y Nacionales que protegen y velan por los derechos de la Población Indígena y sobre todo, han adquirido información de que las mujeres y la niñez, también tienen derecho al respeto.

Es así como el PDHR propició que la población beneficiada esté embarcada en un proceso en el que tendrán que tomar más iniciativas y continuar velando en una forma pacífica para que sus derechos sean respetados. Hablar de una verdadera reconciliación nacional es prematuro. Es un proceso, pues la población atendida por el PDHR en su gran mayoría es indígena Maya quienes han estado excluidos y no han tenido mayor acceso a información sobre este tema y si la han llegado a tener, esta información no ha sido contextualizada a sus necesidades.

Ahora bien, con lo que es prioritario y aún queda pendiente y por hacer, hasta el punto que sea posible y factible hay que seguir apoyando y reforzando los procesos comenzados a través del PDHR, especialmente en continuar poniendo atención a la situación de la mujer pues por los altísimos niveles de violencia intrafamiliar, la mujer empieza a discutir este problema y está saliendo de su casa para buscar orientación a través de los grupos de Derechos Humanos. La educación es una prioridad para la movilización ciudadana de manera que se pueda prevenir y solucionar conflictos y así aumentar el respeto a los derechos humanos llegando a la eventual reconciliación entre los pueblos Mayas y el Estado.

Este apoyo no es necesario que se haga a través de un Programa enfocado exclusivamente en los derechos humanos, ya que el tema está naturalmente integrado en proyectos y procesos ya sean de salud, justicia, educación, gobiernos locales, medio ambiente, desarrollo económico, de la mujer o niñez, etc. Pero que sea un eje transversal explícito para que no se pierda lo comenzado por el PDHR. Explícito en el sentido de que se vivencien los derechos, por que no hay que seguir sólo con la capacitación de los Códigos sino en cómo respetar y aplicar cada derecho según el tema de justicia, seguridad, desarrollo económico, etc.

Hay que continuar con el apoyo enfocando en lo local por que si la gente ya conoce sus derechos, cómo defenderse y cuáles son sus obligaciones, lo aplicará en su vida cotidiana familiar y comunitaria y puede seguir adelante para resolver sus problemas y empezar a asumir un rol como ciudadano productivo, lo cual ha sido validado a través del PDHR y por lo tanto, se avanzaría en los Acuerdos de Paz en lo que es inclusión, pues la población va a empezar a participar más y más, hasta incidir políticamente desde los Pueblos Mayas.

La población está comprendiendo que no se puede seguir dependiendo del Gobierno Central o Autoridades Departamentales para la justicia, por lo tanto se debe continuar educando a la población, así como también se puede crear y fortalecer la capacidad de más Mediadores que provienen de las comunidades, de manera que atiendan a las personas de las comunidades más aisladas geográficamente.

Se validó a través del PDHR, las alianzas con los centros de salud, salones comunitarios o de la Alcaldía Auxiliar, para tener acceso a un espacio donde se puedan atender los problemas a través de las mediaciones. Para el nivel comunitario y municipal, la mediación sigue siendo una estrategia crítica, más sostenible y es una forma más económica para los mismos pueblos, el gobierno y para la cooperación internacional. La mediación contribuye a que la gente se apropie de resolver sus propios conflictos y además es parte de la cultura Maya respetar a los demás como un valor muy fuerte de ser vivenciado y es el valor más directamente relacionado a los derechos humanos o sea “el respeto” o “falta de respeto” representa un abuso o violación a sus derechos sin importar la naturaleza del caso.

Respecto a la Procuraduría de los Derechos Humanos, hay que fortalecer aún más en áreas no sólo de denuncias sino de educación por que tienen una fuerte capacidad de convocatoria y la población busca antes a los Educadores que a los Oficiales por que son los Educadores los que más se desplazan al campo y porque educación es sinónimo de prevención. Las organizaciones de la sociedad civil también han aumentado la coordinación activa con la PDH para la prevención y/o solución de problemas.

Y para lo que queda pendiente en el marco de la Divulgación de la CEH, puede continuarse con fortalecer a la Comisión Nacional de Resarcimiento para que cuenten con una buena planificación para implementar el Plan Nacional. Esta planificación debe contemplar desarrollar una campaña de sensibilización coordinando con los medios de comunicación y por la que se induzca a la reflexión, se hile el pasado, el presente y futuro y se sane de la victimización a los afectados por el conflicto, de manera que se cierre un capítulo en la forma más constructiva posible. Y del lado de la Población No Afectada, se le esté informando del proceso de manera que aprendan del pasado, que tengan más tolerancia hacia los afectados y así se prepare a toda la población Guatemalteca para un nuevo futuro.

## I. INTRODUCCION

El Programa de Derechos Humanos y Reconciliación (PDHR) de la Agencia Internacional de los Estados Unidos para el Desarrollo (USAID) fue implementado en Guatemala por Creative Associates International, Inc. (CAII), durante los años 2001-2004.

El objetivo central establecido para este Programa fue el de propiciar un proceso por el cual se avanzara la reconciliación y se aumentara el respeto a los derechos humanos en zonas selectas de este país identificadas por USAID. En lo geográfico se centró la cobertura a los Departamentos de Alta y Baja Verapaz, Chimaltenango, Huehuetenango y El Quiché.

Para alcanzar el objetivo central, CAII determinó trabajar bajo cuatro líneas de acción, cada una con un objetivo concreto. Estas líneas de acción se agruparon en los siguientes cuatro componentes:

1. Movilización ciudadana para los derechos humanos
2. Apoyo a la Comisión Nacional de Búsqueda de Niñez Desaparecida durante el conflicto (CNBND)
3. Diseminación del Informe de la CEH, entre las que se incluye actividades para preservar la memoria de las víctimas del conflicto.
4. Coordinación-Articulación de las organizaciones de derechos humanos.

La Asesoría Internacional *Gish & Paz* (GPA), con sede en Guatemala, fue la firma de consultoría externa contratada para monitorear y evaluar los proyectos ejecutados por las Organizaciones Contrapartes Locales. GPA acompañó el proceso a partir del año 2001 y finalizó con la presentación de este Reporte de Evaluación, el cual contiene información relacionada con los alcances obtenidos al finalizar los 3 años de ejecución. El reporte es preparado con base a todo el monitoreo e información obtenida directamente por GPA, lo cual significa que no se ha acudido a revisar la información interna que las Contrapartes han remitido a CAII, para permitir una comparación de resultados más objetiva entre los procesos externos e internos.

## II. PROCESO IMPLEMENTADO POR PDHR CON LAS ORGANIZACIONES CONTRAPARTES

Como punto de partida para evaluar y determinar el impacto del PDHR, es importante conocer los pasos dados para la implementación del Plan de Monitoreo y Evaluación, diseñado como el mapa que guió todo el proceso. En primer lugar, se tuvo el lineamiento desde la Agencia Donante, de avanzar geográficamente en forma incremental, esto afectó más que todo a la línea de acción # 1 y significó que de 24 proyectos que finalizaron en junio 2004, no todos tuvieron el mismo tiempo de duración, por ejemplo: 24 meses para Quiché y 12 meses para Chimaltenango. Lo anterior implicó que se fue atendiendo cada Departamento en tiempos diferentes. A continuación se detalla el proceso seguido:

- Para la línea de Acción 1: Movilización Ciudadana por los Derechos Humanos

Departamento de Quiché	2001: Se inició con una consulta realizada con la participación de organizaciones locales 2002: Junio inició ejecución de proyectos. Donación para la ejecución de 9 proyectos con duración de 12 meses. 2003: Para julio 7 proyectos se renovaron por 12 meses más hasta junio 2004.
Departamento de Huehuetenango	2002: Se dieron las donaciones en el mes de noviembre para ejecutar 5 proyectos con duración de 12 meses. 2003: En noviembre se dieron 5 donaciones de ampliación para los mismos 5 proyectos, para ejecutar por 7 meses hasta junio 2004.
Departamento de Alta y Baja Verapaz	2003: Se dieron las donaciones en el mes de marzo para ejecutar 6 proyectos. La duración varió entre 12 a 15 meses según organizaciones.
Departamento de Chimaltenango	2003: Se dieron las donaciones en junio 2003 para ejecutar 6 proyectos con duración de 12 meses hasta junio 2004.

Respecto a las líneas de acción # 2, 3 y 4, las donaciones se dieron así:

- Línea de Acción # 2: CNBND:

Primera donación de mayo 2002 a mayo 2003 y

Segunda donación de mayo 2003 a mayo 2004.

- Línea de Acción # 3: Divulgación de la CEH y Monumentos para recordar la memoria de víctimas del conflicto armado

Para los proyectos que se implementaron en Departamentos afectados por el conflicto armado:

Primera donación: Para 6 proyectos iniciaron durante el primer trimestre del 2003.

Segunda donación: Sólo para 3 proyectos los cuales continuaron en el primer trimestre del 2004.

Tercera donación: Campaña de medios para divulgación de la CEH. Septiembre 2003 hasta mayo 2004. Divulgación entre Población de área urbana de clase media y juventud.

Donaciones para monumentos se dieron en diferentes momentos.

- Línea de Acción # 4: Coordinación-articulación de las organizaciones de derechos humanos.

Se apoyó al Movimiento Nacional por los Derechos Humanos (MNDH) a través de dos donaciones con duración de más de 24 meses, dicho apoyo comenzó con un ejercicio para diseñar el plan estratégico del MNDH. Además, durante el último año del PDHR se apoyó la Coalición para la CICIAKS, la cual está conformada por 7 organizaciones de la sociedad civil.

- Línea de Acción: Fortalecimiento de la Instancia de la Procuraduría de los Derechos Humanos (IPDH).

Se trabajó en forma directa desde el PDHR entre el segundo semestre del 2003 y primer semestre del 2004.

Todo lo anterior se detalla para tomar en consideración que la duración de los proyectos fue cambiando según el Departamento donde se ejecutó /o según la línea de acción en el cual se ubicó.

### III. OBJETIVO GENERAL DE LA CONSULTORIA

Diseñar el plan de M&E 2001-2004 y administrar estudios de base, instrumentos de monitoreo y evaluación, monitoreo de actividades, reportes ejecutivos para monitorear y medir avances hacia los cuatro resultados del PDHR/USAID y el reporte de evaluación externa para determinar el impacto. Este último a presentarse en agosto 2004 luego de finalizar la ejecución de los proyectos de parte de las Organizaciones Contrapartes.

### IV. METODOLOGIA DE MONITOREO Y EVALUACION por GPA

Paso 1: Apoyar en el diseño del Plan de Monitoreo y Evaluación 2001-2004

Paso 2: Realizó el análisis institucional sobre actitudes y percepciones hacia los derechos humanos y reconciliación en el Departamento del Quiché

Paso 3: Revisó de cada una de las propuestas de proyectos aprobados por CAII/USAID.

Paso 4: Levantó líneas de base.

Se utilizó una combinación de metodologías tales como encuestas individuales y/o reuniones grupales necesarias para sus intervenciones, debido a la diversidad de niveles de formación educativa que existe entre las personas beneficiarios de las Organizaciones Contrapartes. Por ejemplo, cuando se determinó que la gran mayoría del grupo sujeto a un diagnóstico sabía leer y escribir, se administró la encuesta para la línea de base en forma individual. Sin embargo, cuando el grupo en su mayoría tenía capacidades muy limitadas en cuanto a lecto-escritura, se facilitó la discusión a través de una reunión grupal propiciando que todos emitieran sus opiniones y participen activamente.

Paso 5: Diseño y facilitación de instrumentos de monitoreo.

Se diseñaron los instrumentos para documentar el trabajo realizado en el campo y así contar con la información que permitió identificar los avances y efectos de las acciones ejecutadas a través de cada proyecto.

Estos instrumentos se entregaron a las Contrapartes en 3 momentos: Al inicio, los relacionados con documentar tanto las actividades como las reacciones de los participantes. A finales del año 2003, instrumentos para documentar los efectos de los proyectos en los beneficiarios para medir avances y en enero del 2004 se entregó uno similar al anterior pero más completo, como una insistencia en la documentación de los efectos que los proyectos producen. Con la anticipación debida, los instrumentos se facilitaron al personal técnico de campo de las Contrapartes y se les orientó siempre en su llenado. (Ver Anexo # 1: Instrumentos de M&E final para cada componente).

Paso 6: Monitoreo y Avances.

Como parte del proceso, GPA orientó a su propio personal Maya Hablante para que observara actividades puntuales a lo largo de la vida de cada proyecto. Se dio sugerencias al equipo técnico de las Contrapartes siempre que fue necesario y al mismo tiempo, se trasladó comentarios y/o propuso estrategias específicas a la Dirección ejecutiva del PDHR. (Anexo # 2. Instrumento de Observación). También en algunas oportunidades se participó en las reuniones trimestrales convocadas por el PDHR a nivel departamental.

Además se realizó varios sondeos entre ellos: Evaluar el impacto del programa radial El Trapiche (Remítase al Informe final de evaluación de El Trapiche. Mayo 2003); se realizó una encuesta tipo OMNIBUS a nivel de los 5 Departamentos la cual arrojó información respecto a las opiniones, percepciones que la población tiene sobre la situación de los Derechos Humanos (Remítase al Estudio Exploratorio sobre las Opiniones de la Población en Relación al Tema de Derechos Humanos. Encuesta tipo Ómnibus. Septiembre 2003).

Otro sondeo se realizó para obtener el grado de conocimiento que la población tiene sobre la campaña nacional de medios de comunicación que promovió la lectura del informe de la Comisión para el Esclarecimiento Histórico “Memoria del Silencio”.

Reportes de avances se prepararon a finales del año 2002 y 2003. El del 2002 bajo la línea de acción #1, contiene sólo avances de las contrapartes del Quiché pues durante este año es el único Departamento en darse cobertura. Para el 2003, el reporte hizo referencia al trabajo desarrollado en los 5 Departamentos proyectados y bajo las 4 líneas de acción.

Paso 7: Evaluación Final.

Con todos los datos obtenidos al observar actividades específicas, sostener reuniones tanto con beneficiarios Directos e Indirectos y con el personal técnico de campo que ejecutó cada uno de los proyectos y revisar los instrumentos completados, GPA procedió a evaluar toda la información tomando como punto de partida la propuesta de proyecto y el plan de M&E del PDHR. Para efectos de una mejor comprensión de los resultados a continuación se definen algunos conceptos:

- Beneficiarios Directos son las personas atendidas en un primer nivel por el personal de campo, más que todo en los procesos de capacitación que se han llevado a cabo.
- Beneficiarios Indirectos son las personas atendidas por los Beneficiarios Directos a través de acciones de réplica de las capacitaciones. Es un segundo nivel tipo cascada.
- Réplica es una acción por la cual se multiplica un conocimiento adquirido.
- Coordinación: Se documentan también las *acciones* de coordinación que el personal técnico que ejecutó los proyectos, tuvo con Entidades del Estado, del Gobierno y de la Sociedad Civil. En este sentido “Coordinación” se entiende como la acción de avanzar hacia un objetivo común, para el caso del PDHR, son acciones que se establecen de manera que se respeten, se promuevan los Derechos Humanos o solucionen algunos problemas.
- Iniciativas o Acciones para prevenir o resolver abusos de Derechos Humanos son las realizadas por los Beneficiarios sean Directos o Indirectos. Estas iniciativas se documentan según el contexto en el cual se realizó el proyecto de cada Organización Contraparte, por ejemplo: Acciones educativas, de orientación y consejo, acompañamiento, denuncias, casos de mediación, etc.
- El impacto se contempla de acuerdo a los “efectos” que el proceso formativo generó en los Beneficiarios Directos e Indirectos. Los efectos se determinaron más que todo por medio de las iniciativas y/o acciones que se han tomado y puesto en práctica.
- Representantes de la Sociedad Civil para la línea de acción # 1: Son aquellas personas que ejecutaron los proyectos apoyados con sub-donaciones o sea el personal técnico y/o de coordinación que contribuyó a la ejecución.

En resumen, el acercamiento de GPA durante este último año con las contrapartes se enfocó en un seguimiento personalizado, ya que no todas las contrapartes comenzaron la ejecución al mismo tiempo. En cuanto al tiempo y con base al contrato de consultoría, GPA dedicó el 60% de tiempo al monitoreo de las contrapartes de la línea de acción 1 (movilización); 25% a la línea de acción 3 (Divulgación); 5% a la línea de acción 2 (CNBND), 5% a la línea 4 (coordinación MNDH) y 5% al seguimiento dado a Educadores y Oficiales de la IPDH y al proceso de fortalecimiento institucional (FORIN) brindado por el PDHR a las Contrapartes.

No hubo mayor monitoreo externo de GPA en lo siguiente: Inauguración de Monumentos; Proyecto ejecutado por CIIDH-CONADEHGUATE; Maestros que utilizan la radio novela El Trapiche después de la Campaña Radial; Murales facilitados por Porter-Noveli; Coalición por la CICIACS; ni a los procesos acompañados y/o facilitados directamente por personal de PDHR: Visión Estratégica, Planes Locales entre IPDH-MNDH-OSC's.

Esta evaluación externa se basó en lo programático, de manera que se concentró en los resultados alcanzados y los relacionó con los indicadores de rendimiento establecidos, tanto en forma cuantitativa como cualitativa. No se cuenta con evaluación del proceso ya que GPA, como la Consultoría Externa, participó en momentos puntuales y concretos por lo que no cuenta con información suficiente para evaluar la eficiencia y/o eficacia, quedando esto como una tarea para el equipo técnico de CAII, de manera que puedan identificar lecciones aprendidas, procesos a mejorar y/o para repetir en un futuro.

## V. INDICADORES DE IMPACTO SEGÚN LINEA DE ACCION

En esta sección se presentan los insumos cuantitativos y cualitativos obtenidos a través de la consultoría externa de GPA y se relacionan de acuerdo al indicador de rendimiento establecido según el Plan de Monitoreo y Evaluación del PDHR. En el aspecto cualitativo se documentan acciones puntuales por las que se puede observar de una forma más fluida el avance alcanzado y por ende, visualizar el camino hacia el objetivo central del PHDR:

“Avanzar la reconciliación y aumentar el respeto a los derechos humanos en zonas específicas de Guatemala”.

Al final de cada Línea de Acción se presenta un análisis de los resultados y algunas reflexiones sobre el proceso.

## RESULTADO 1: CIUDADANÍA MOVILIZADA EN LA PROTECCIÓN DE LOS DERECHOS HUMANOS

**Objetivo General:** Apoyar a la sociedad civil e instancias del Estado en sus respectivos campos, en la prevención y resolución de casos de violaciones de los derechos humanos en zonas específicas.

<b>Indicador de rendimiento</b>	<b>Indicador Intermedio</b>	<b>Resultados</b>
<p><i>75 representantes de la sociedad civil mejor preparados para trabajar con autoridades locales en la prevención y resolución de asuntos de derechos humanos en zonas específicas de Guatemala</i></p>	<p># de acciones en las cuales, los representantes de OSC coordinaron con autoridades locales para tratar asuntos o abusos de derechos humanos.  (Avances presentados en Reporte Anual del 2002 y 2003)</p>	<ul style="list-style-type: none"> <li>➤ A través de los TOT (Training or Trainers/Capacitación de Capacitadores) se capacitaron un total de 119 personas representando 30 organizaciones. Sólo se firmó convenios con 23 de éstas para un total de 26 sub-donaciones para los proyectos a ejecutar, algunas organizaciones hicieron alianzas. A junio del 2004 se retuvo el 41% del total de personas capacitadas y se finaliza con 24 sub-donaciones.</li> <li>➤ 24 proyectos finalizaron su ejecución en junio del 2004 y fueron <b>71</b> representantes (27 mujeres y 44 hombres) de 19 Organizaciones Contrapartes quienes los implementaron. (Anexos # 3 y 4). De estos 71 representantes de Organizaciones, 49 participaron en el TOT del PDHR.</li> <li>➤ 354 coordinaciones documentadas al ejecutar 24 proyectos. Las Coordinaciones son las acciones entre <u>personal técnico y representantes de entidades del Estado o Gobierno</u> para avanzar hacia el objetivo común de prevenir o solucionar un asunto de Derechos Humanos. Se obtuvo: <ul style="list-style-type: none"> <li>○ 228 coordinaciones para prevenir o solucionar abusos a los derechos humanos, así (Anexo # 5): <ul style="list-style-type: none"> <li>- 77 coordinaciones para <u>prevenir</u></li> <li>- 151 coordinaciones para buscar <u>soluciones</u> por ejemplo casos de pensión alimenticia, alteración de linderos, violencia intrafamiliar, agresiones físicas, autorización de exhumaciones.</li> </ul> </li> </ul> </li> </ul>

<p><i>75 Representantes de la Sociedad Civil mejor preparados....</i></p>	<p>Las Instancias con quienes coordinaron son: Juzgados (100); Municipalidad (37); PNC (24); MP (31); PDH (7), Otras instancias (29).</p> <ul style="list-style-type: none"> <li>○ 126 coordinaciones para asistir <u>capacitaciones</u> con la población beneficiaria por ejemplo con Jueces, PNC, Muni, PDH. Las coordinaciones se desglosan así:           <ul style="list-style-type: none"> <li>- 52 a nivel de Expositores y</li> <li>- 74 como participantes. (Anexo # 6)</li> </ul> </li> <li>➤ 630 denuncias fueron tomadas por el personal técnico de varias Organizaciones Contrapartes (Tipos: Pensión alimenticia, violencia intrafamiliar, amenazas, robos, lesiones, exhumaciones, tierra)</li> <li>➤ Los 24 proyectos realizaron acciones de capacitación pero además, 5 de ellos ejecutados por la Defensoría Indígena contaron con que su personal atendió directamente a la población en casos problemáticos (esto es aparte de las coordinaciones). Los resultados documentados a través de GPA en relación al trabajo realizado por la Defensoría Indígena son: (Anexo # 7).           <ul style="list-style-type: none"> <li>○ 325 asesorías dadas por el personal técnico a la población para resolver algún tipo de problema y adicionalmente atendieron 524 casos atendidos entre los que sobresalen: Problemas de tierra y agua; problemas conyugales; violencia intrafamiliar; pensión alimenticia; amenazas, deudas y otros. De estos casos atendidos se obtuvo que 264 casos fueron resueltos por la aplicación del Derecho Maya.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>➤ Cobertura Geográfica: (Anexo # 8)           <ul style="list-style-type: none"> <li>○ 5 Departamentos: Quiché, Huehuetenango, Alta y Baja Verapaz, Chimaltenango</li> <li>○ 85 Municipios</li> <li>○ 1,343 Aldeas/Comunidades</li> </ul> </li> </ul>

	<p>➤ Cobertura Demográfica: 16,498 personas (Anexo # 9)</p> <ul style="list-style-type: none"><li>○ Beneficiarios Directos: 6,450<ul style="list-style-type: none"><li>350 personal de Promoción (152 Promotoras y 198 Promotores)</li><li>174 promotores infantiles (105 niñas y 68 niños)</li><li>5,926 Líderes (2,211 Liderezas y 3,715 Líderes)</li></ul></li><li>○ Beneficiarios Indirectos: 10,048 (5,047 mujeres y 5,001 hombres)</li></ul>
75 Representantes de la Sociedad Civil mejor preparados...	<p>➤ Al consultar con el personal técnico sobre el aprendizaje obtenido en relación a prevenir o solucionar asuntos de Derechos Humanos se obtuvo: (Anexo # 10)</p> <ul style="list-style-type: none"><li>○ 66.6% de los 24 proyectos, su personal indicó que el mayor aprendizaje fue el conocer la realidad y convivir con la población para buscar solución a los problemas que se viven.</li><li>○ 50% indicó que aprendió a coordinar con las Instancias del Estado y Gobierno para contribuir en la solución de problemas de DH.</li><li>○ 20.8% Promovió la organización comunitaria</li><li>○ 20.8% fortaleció los conocimientos sobre DH</li><li>○ 12.5% fortaleció la aplicación del Derecho Maya</li></ul> <p>➤ De 24 proyectos la temática de las capacitaciones desarrolladas se centró en: (Anexo # 11)</p> <ul style="list-style-type: none"><li>○ 76% sobre Derechos Humanos</li><li>○ 44% sobre Derecho Maya</li><li>○ 32% Mediación y resolución de conflictos</li><li>○ 32% Constitución, Código Municipal, Ley de Descentralización y de Consejos de Desarrollo</li><li>○ 24% Funciones de Instituciones del Estado (Organismo Judicial, Ministerio Público, PDH)</li><li>○ Otros temas desarrollados: Uso de boleta de denuncias; Género; Cultura de Paz; Maltrato infantil; Participación Ciudadana; Prevención de Linchamientos;</li></ul>

	<b>Violencia Intrafamiliar; Delitos Comunes y Violaciones a los DH.</b>
	<ul style="list-style-type: none"> <li>➤ Para no dejar de lado los esfuerzos de coordinación entre la Sociedad Civil y las Contrapartes Nacionales que ejecutaron 24 proyectos bajo la línea de acción # 1, se documentó las iniciativas y se obtuvo: (Anexo # 12).           <ul style="list-style-type: none"> <li>○ 67% de 24 proyectos establecieron coordinaciones entre las mismas Contrapartes Nacionales que ejecutaron el PDHR;</li> <li>○ 67% también estableció coordinaciones con otras Organizaciones de la Sociedad Civil;</li> <li>○ 13% estableció coordinación con la Cooperación Internacional (PNUD, GTZ y MINUGUA) aparte de USAID.</li> </ul> </li> <li>➤ Motivos por la que establecieron la Coordinación:           <ul style="list-style-type: none"> <li>○ 75% la realizó para apoyarse con procesos de capacitación a sus beneficiarios;</li> <li>○ 50% para trabajar juntos en prevenir y/o solucionar asuntos de Derechos Humanos;</li> <li>○ 4% como estrategia de seguimiento al proceso iniciado por PDHR;</li> <li>○ 4% para incidir en la toma de decisiones a nivel departamental.</li> </ul> </li> </ul>
	<p>Proceso de Fortalecimiento Institucional desarrollado por PDHR: (Anexo # 13)</p> <p>Respecto a la Línea de Acción # 1, dieron su opinión 21 Organizaciones:</p> <p>18 participaron en FORIN; 2 no contestaron; 1 no participó por falta de tiempo</p> <ul style="list-style-type: none"> <li>➤ De las 18 (100%) Organizaciones cuyo personal técnico si participó opinaron:           <ul style="list-style-type: none"> <li>○ 39% los talleres fortalecieron a la organización</li> <li>○ 28% los talleres fortalecieron a nivel personal</li> <li>○ 5% los talleres no llenó la expectativa porque PDHR optó por desarrollar el proceso completo y no se basó en el diagnóstico individual</li> <li>○ 22% no indicó que le pareció</li> </ul> </li> <li>➤ De 18 Organizaciones, 56% fue la primera vez que recibieron capacitaciones sobre esta área.</li> <li>➤ De las 18 Organizaciones, 28 % ya empezó a poner en práctica en sus organizaciones lo aprendido en los talleres facilitados por PDHR.</li> </ul>

<b>Indicador de</b>	<b>Indicador</b>	<b>Resultados</b>
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rendimiento	Intermedio	
<p><i>Poblaciones locales más conscientes y trabajando con las autoridades locales para resolver asuntos de derechos humanos o problemas en las comunidades servidas por 75 representantes de las OSC's</i></p> <p>(Avances presentados en Reporte Anual 2003)</p>	<p># de acciones en las cuales, las poblaciones beneficiadas por los representantes de las OSC's han tratado asuntos o abusos de derechos humanos (casos derechos humanos, denuncias, evitar linchamientos u otras violaciones a los derechos humanos)</p> <p>Rural,</p>	<p>Las <i>iniciativas</i> son las acciones que la población beneficiada realiza después de recibir las capacitaciones desarrolladas por cada Organización Contraparte o sea es el EFECTO. GPA documenta:</p> <ul style="list-style-type: none"> <li>➤ 499 iniciativas que Beneficiarios tomaron para prevenir o solucionar problemas. Se distribuyen así: (Anexo # 14). <ul style="list-style-type: none"> <li>○ 441 iniciativas tomadas por <i>Beneficiarios Directos</i> las cuales se concentraron en: <ul style="list-style-type: none"> <li>- 151 denuncias presentadas ante Autoridades sobre problemas entre parejas, violencia intrafamiliar, mal uso de recursos de parte del Alcalde, conflictos entre vecinos, robos, etc</li> <li>- 98 mediaciones por conflicto entre jóvenes, violencia intrafamiliar, conflicto de tierras, etc</li> <li>- 43 en dar consejos u orientar a la población por problemas entre vecinos, daños de animales, consejos a parejas.</li> <li>- 58 para formar nuevos grupos de mujeres, jóvenes y de líderes para prevenir o solucionar</li> <li>- 54 en desarrollar capacitaciones con énfasis en la temática de Derechos Humanos, Leyes de Descentralización, Consejo de Desarrollo Urbano y Código Municipal y Constitución de la República.</li> <li>- 37 prevenciones de linchamientos documentadas a través de 17 casos</li> </ul> </li> <li>○ 58 iniciativas tomadas por las personas <i>Beneficiarios Indirectos</i> que participaron en las réplicas y se distribuyen así: <ul style="list-style-type: none"> <li>- 6 denuncias</li> <li>- 18 mediaciones</li> <li>- 15 para desarrollar acciones de capacitación sobre DH</li> <li>- 10 Consejos y orientaciones</li> <li>- 6 comunidades solicitaron recibir capacitación específica para prevenir los</li> </ul> </li> </ul> </li> </ul>

	<p>linchamientos y</p> <p>poder evitar tomar la justicia por sus propias manos</p> <p>- 3 grupos nuevos organizados para discutir asuntos de DH</p>
Cobertura utilizando la radionovela El Trapiche como entrada para tratar el tema derechos humanos	<p>Se validó la radio novela a través del monitoreo externo realizado entre 1060 personas. De las cuales un 25% escuchó el programa y manifestó el aprendizaje que sobre el tema de los DH lograron y sobre todo la forma constructiva para enfocar en una cultura de paz. Se validó entre población Maya Hablante de 7 idiomas: Kiché, Ixil, Mam, Q'anjobal, Q'eqchi', Achí y Kaqchikel entre marzo 2002-2003. (Remítase al Informe Final de Evaluación. IGER, mayo 2003.</p> <p>El PDHR documentó que 106 Escuelas de Telesecundaria en los 5 Departamentos utilizaron la radionovela</p>

## **ANALISIS DE RESULTADOS Y REFLEXIONES:**

Al retomar el Resultado 1 el cual indica que se espera “ciudadanía movilizada en la protección de sus derechos humanos”, se obtuvo que a través de la ejecución de 71 personas de los 24 proyectos, se benefició a 16,498 personas las que dieron muestras de realizar un mínimo de 499 iniciativas, para poder prevenir o solucionar algunas situaciones relacionadas con asuntos de Derechos Humanos.

- *El primer indicador de rendimiento establece contar con 75 personas mayor preparadas para trabajar con Autoridades Locales.*

El PDHR capacitó un total de 119 personas a través del TOT de las cuales retuvo un 41%, pudo finalizar la ejecución de 24 proyectos con 71 personas. Existen varios factores que intervinieron en la rotación y/o deserción del personal que trabajó con las Contrapartes ya que casi todas tuvieron cambios en el personal, lo que causó interrupciones en el proceso. El principal factor que afectó, se debió a que las Organizaciones carecen de una estrategia de autosostenibilidad, contratan básicamente sólo para el período que dura el proyecto sin brindar todas las prestaciones laborales, por lo que el personal va buscando mejores oportunidades y estabilidad laboral, también el nivel de coordinación dedica su tiempo entre todos los donantes de los cuales reciben apoyo.

Otro factor pero de carácter interno fue la estrategia con la cual el PDHR comenzó a implementar a nivel departamental. En Quiché, que fue el primer Departamento, se siguió el camino de invitar a las organizaciones, capacitarlas y luego determinar a quiénes se daría las sub-donaciones. La estrategia en los otros 4 Departamentos cambió pues primero se determinó con quiénes se va a trabajar y luego se capacitó, esta segunda estrategia fue más acertada. Bajo este marco de estrategias se capacitó a 14 personas que no ejecutaron proyectos y representaron a organizaciones con las cuales nunca se estableció sub-convenios.

Lo que es más importante en cuanto a la preparación de los representantes de la sociedad civil, no es el número sino el aprendizaje que ganaron las 71 personas que ejecutaron los proyectos, pues su aprendizaje siguió un proceso que inició con obtener mayor conocimiento sobre el tema y conocer más profundamente la realidad en que viven las poblaciones rurales. El proceso de aprendizaje avanzó hasta poner en práctica estos conocimientos con la población. Además este personal aprendió a relacionarse y coordinar con Autoridades Municipales, en vías de prevenir o solucionar problemas de Derechos Humanos al punto que se documentan 354 coordinaciones para este fin. El PDHR inició y finaliza en septiembre del 2004, pero el 75% de las Contrapartes ejecutando bajo esta línea tienen proyecciones de continuar y opinan que con las personas de base que han sido capacitadas, se avanza un proceso por el cual se movilizarán para la prevención, solución y/o reclamo de sus Derechos Humanos en una forma pacífica y constructiva.

Es importante mencionar que Guatemala a nivel de América Latina, cuenta con un sistema educativo que tiene deficiencias en cuanto a calidad y alcance geográfico, pues no toda el área rural tiene cobertura. El PDHR seleccionó zonas que fueron gravemente afectadas por el conflicto interno y aquí nos referimos a la zona rural habitada en su mayoría por población Indígena Maya Monolingüe con nivel de estudio mínimo o inexistente. Esto se menciona porque el personal técnico de las Contrapartes, es producto del mismo sistema educativo que presenta debilidades y es así que por falta de formación técnica y/o profesional previa a este proyecto, no sólo en el tema de Derechos Humanos pero también en planificación y ejecución de proyectos, el TOT brindado a través de este Programa fue indispensable para mejorar la capacidad y confianza entre las personas ejecutando.

Pasar nuevamente por los TOTITOS a medio camino y abordar ciertos elementos por ejemplo: Métodos y técnicas de educación popular, diseño de guías, también ayudó mucho en fortalecer habilidades tanto de los Representantes que comenzaron con la ejecución como con los que se integraron a medio camino debido a la rotación y/o deserción de personal. Con todo lo anterior, el personal técnico inició con un nivel casi nulo en coordinar con Autoridades locales y todas coordinaron, pero al finalizar la ejecución de los proyectos, un 50% de las Contrapartes manifestó que haber establecido coordinaciones fue parte de su proceso de aprendizaje. Por otro lado, las acciones para el Fortalecimiento Institucional (FORIN) que brindó el PDHR, trajo un gran complemento en fortalecer las capacidades de los ejecutores, especialmente en planificación estratégica, género, coordinación e incidencia política, pero el FORIN llegó tarde en el proceso ya que la mayoría del personal técnico, estaba corriendo para terminar sus compromisos de los respectivos proyectos y no pudieron concentrarse en algo que les pudo haber servido más desde un principio.

*Por todo lo anterior y reconsiderando el nivel educativo que se practica en este país y la falta de experiencia de las organizaciones para abordar la situación de los derechos humanos, es que el número de 71 personas puede considerarse como una contribución que el PDHR deja a la sociedad guatemalteca.*

➤ *Poblaciones más conscientes y trabajando con sus Autoridades Locales.*

Ahora bien, respecto al segundo indicador de rendimiento desde el punto de los Beneficiarios Directos, a veces se observó más compromiso entre éstos que entre el personal técnico, ya que las personas participantes fueron más pacientes y persistentes, pues desde un principio querían solución a sus problemas pero el personal técnico por su falta de experiencia en la mayoría, tenía que iniciar por desarrollar el contenido de la capacitación para luego avanzar hacia las ideas de soluciones. Además, algo muy importante, es que éstos Beneficiarios no sólo recibieron o fortalecieron nueva información, sino que el proceso propició que fortalecieran su autoestima y confianza, de manera de poder realizar acciones de multiplicación al replicar entre la población y mucho más, para ganar seguridad y empezar a relacionarse con otros líderes comunitarios y municipales.

Al revisar las iniciativas tomadas por los beneficiarios de las capacitaciones, se observa que desde el punto de vista técnico/académico y/o legal, como quiera llamársele, no necesariamente representan “violaciones a los derechos humanos” como está escrito, o sea, a los participantes les costó comprender la diferencia entre una violación y un delito común, pero si comprendieron que la simple intervención a través del diálogo y orientación en un problema (por ejemplo: pleitos entre vecinas por un mojón, problemas de linderos, robo de verduras o chompipes) puede prevenir un conflicto más serio que puede llegar hasta linchamientos. El uso de la mediación resultó muy efectivo ya que la gente se está apropiando de resolver sus propios conflictos en vez de llamar a las Autoridades Municipales para que

les den una respuesta. Además, es parte de la cultura Maya respetar a los demás como un valor muy fuerte de ser vivenciado y el más directamente relacionado a los derechos humanos o sea “el respeto” o “falta de respeto” representa un abuso o violación sin importar la naturaleza legal del problema.

Entre las comunidades de Beneficiarios Indirectos que participaron en las réplicas de las capacitaciones, se observó más participación de la mujer en el PDHR que en otros proyectos que se ejecutan en el área rural de Guatemala. En parte, los hombres estaban en sus labores agrícolas al momento de desarrollar la reuniones de trabajo y porque el tema no lo relacionan directamente con sus necesidades básicas en la producción económica de su familia o comunidad. Por otro lado, por los altísimos niveles de violencia intrafamiliar que se empieza a discutir entre la población Maya, la mujer empieza a salir de su casa para buscar orientación a través de los grupos de Derechos Humanos.

*Con todo lo anterior puede decirse que al haber apoyado a la sociedad civil a través de 24 subdonaciones, se ha contribuido en facilitar un proceso por el cual la ciudadanía ha sido informada para que pueda proteger en forma pacífica sus Derechos Humanos y se concluye que se ha avanzado pues se cuenta tanto con Representantes de la Sociedad Civil y poblaciones locales más conscientes y más preparados para coordinar con sus Autoridades de manera que se prevengan o solucionen problemas.*

## RESULTADO 2: INCIDENCIA/DISEMINACIÓN SOBRE NIÑEZ DESAPARECIDA EN EL CONFLICTO ARMADO

**Objetivo General:** Apoyar la capacidad de la CNBND para incidir en la legislación sobre niñez desaparecida en el conflicto

Indicador de rendimiento	Indicador Intermedio	Resultados
<i>Desarrollo de un sistema de comunicación y coordinación utilizando redes locales para promover el conocimiento de la problemática de niñez desaparecida en el conflicto</i>	Nuevos casos documentados (Avances presentados en Reporte Anual 2003)	<ul style="list-style-type: none"> <li>➤ 403 personas familiares de niñez desaparecida participaron en 6 encuentros llevados a cabo en San Martín Jilotepeque; Nebaj; Baja Verapaz; Ciudad, Huehuetenango. (Anexo # 15)</li> <li>➤ 121 casos de niñez desaparecida en proceso de seguimiento</li> <li>➤ 15 reencuentros de familiares</li> <li>➤ 6 Auxiliaturas de la IPDH apoyaron en el proceso (Huehuetenango, Chimaltenango, Nebaj, Petén, Cobán, Santa Cruz Quiché)</li> <li>➤ 8 Municipalidades permiten la revisión de documentos internos para que avancen las investigaciones (Huehue, Guatemala, Nebaj, Ixcán, Cunén, Uspantán, Santa Cruz Quiché, Baja Verapaz)</li> <li>➤ 29 organizaciones de la sociedad civil también apoyaron el proceso de búsqueda</li> <li>➤ Se cuenta con una base de datos por la cual se sistematiza la información</li> <li>➤ Afiches y trifoliares han sido distribuidos entre familiares, OSC's y OG's en departamentos de Quiché, Huehuetenango, Verapaces, Petén, Chimaltenango, Guatemala.</li> <li>➤ 27.3% de personas indicaron conocer el trabajo de la CNBND a través de la encuesta Ómnibus realizada por GPA durante el 2003. (Base 1004 personas=100%)</li> </ul>
<i>Desarrollo de un marco legal adecuado para facilitar el trabajo de la CNBND</i>	Creación de la CNBND (Avance presentado en Reporte Anual 2003)	<ul style="list-style-type: none"> <li>➤ Se creó la CNBND en junio 2001 y es oficializada por la IPDH en marzo del 2003.</li> <li>➤ Ha sido redactado un Documento Borrador (Febrero 2004) para presentar ante el Congreso como base para la Ley Nacional de Búsqueda, Reencuentro y Reintegración Familiar de la Niñez Desaparecida, Separada y/o Adoptada Ilegalmente durante el Conflicto Armado Interno. Este proceso de presentar ante</li> </ul>

		el Congreso está pendiente.
		<ul style="list-style-type: none"><li>➤ Sobre Fortalecimiento Institucional brindado por PDHR: La temática abordada fortalece a la CNBND de manera que puedan definir una estrategia para incidencia política y también para buscar nuevas forma de coordinación con nuevas organizaciones de la sociedad civil.</li></ul>

## **ANALISIS DE RESULTADOS Y REFLEXIONES:**

La CNBND está conformada por varias organizaciones entre ellas: Centro de Investigaciones Internacionales en Derechos Humanos (CIIDH); Oficina de los Derechos Humanos del Arzobispado de Guatemala (ODHAG); Asociación Donde Están los Niños; Casa Alianza, Grupo de Apoyo Mutuo (GAM); IPDH. Comenzando por revisar el proceso del nivel de coordinación que sigue la CNBND, para lo cual es asignada CIIDH, se tuvo que durante el primer año de ejecución 2002-2003 bajo el apoyo brindado por el PDHR, para GPA no fue muy fructífero el acompañamiento debido a la persona ocupando el puesto de coordinación en cuanto a no darle importancia al proceso de monitoreo externo. GPA durante el 2002 se vio forzada de analizar la información secundaria de los reportes semestrales entregados a CAII.

Durante la segunda donación, la CNBND presentó cambio en la coordinación, la cual siempre quedó bajo responsabilidad de CIIDH. El cambio fue dramático en cuanto a la apertura de coordinación con GPA. Siempre se mantuvo al tanto, tomó iniciativa en enviar actividades de programación con la debida anticipación e invitando la participación de GPA y muy profesional en la forma de trabajo para implementar la segunda fase del proyecto. En el marco del PDHR, las Organizaciones miembros que más dinamismo tomaron fueron Casa Alianza y Asociación Donde Están los Niños.

*Respecto al resultado esperado de incidir, diseminar la situación de niñez desaparecida durante el conflicto armado, se obtuvo que la CNBND alcanzó lo establecido ya que entre grupos comunitarios e institucionales dio ha dado a conocer la situación y problemática de niñez desaparecida para lo cual se coordinó con entidades del Estado y Sociedad Civil. Además, la CNBND fue oficializada por la IPDH. Avanzaron en redactar una propuesta de Ley pero no lograron introducirla en El Congreso, lo cual es el único indicador que queda en proceso.* La CNBND proyecta continuar en su misión, por medio de los recursos propios de las Organizaciones que la conforman.

A través del proceso de Fortalecimiento Institucional se apoyó con brindarles herramientas que permitan mejorar su capacidad de incidencia y cabildeo político, lo cual si fue una de las dificultades para avanzar en la presentación de la ley ante el Congreso. Pero también hay otro factor externo con no avanzar este proceso de legislación y tiene que ver con que el Congreso sufrió cambios a raíz de las elecciones presidenciales celebradas en diciembre del 2003. De ahí que los esfuerzos iniciados durante el anterior gobierno sufrieron un revés y se tuvo reiniciar el proceso de cabildeo con los nuevos Diputados.

Con todo lo anterior, se puede concluir que el PDHR apoyó en fortalecer las capacidades de la CNBND para incidir en la legislación sobre niñez desaparecida en el conflicto. Ya queda a iniciativa de la misma CNBND el dar continuidad a este proceso.

### **RESULTADO 3: INFORMACIÓN SOBRE EL ENFRENTAMIENTO ARMADO ES DISEMINADA Y ACTIVIDADES DE CONMEMORACIÓN REALIZADAS**

**Objetivo General:** Apoyar la diseminación del informe y recomendaciones de la Comisión para el Esclarecimiento Histórico (CEH) y preservar la memoria de víctimas del conflicto a través de actividades conmemorativas.

<b>Indicador de rendimiento</b>	<b>Indicador Intermedio</b>	<b>Resultados</b>
<i>Mayor conocimiento de los hallazgos y recomendaciones de la CEH en cinco departamentos y entre la clase media urbana y jóvenes de la capital</i>	# de personas alcanzadas a través de los esfuerzos de diseminación para cada población definida (afectada, no afectada y jóvenes)  (Avances presentados en Reporte Anual 2003)	<p><b>Población Afectada:</b></p> <ul style="list-style-type: none"> <li>➤ La cobertura geográfica se tuvo en 6 Departamentos: Quiché, Huehuetenango, Alta y Baja Verapaz, Chimaltenango y Guatemala.</li> <li>➤ La cobertura demográfica:  44,379 personas alcanzadas a través de 6 proyectos (Anexo # 16). Se estima:                             <ul style="list-style-type: none"> <li>○ 28,779 Beneficiarios Directos afectados en reuniones informativas o capacitaciones (16,708 mujeres; 11,584 hombres y 487 personas que no se tiene documentado el sexo)</li> <li>○ 15,600 Beneficiarios Indirectos afectados a través de actividades masivas tales como obras de teatro, festivales de canto, ferias por la paz, encuentros para analizar la radio novela El Trapiche (941 mujeres, 1,299 hombres y 13,360 personas que no se tiene documentado su sexo)</li> <li>○ Del total de 44,379 la Instancia Multiinstitucional (IM) atendió el 59% (26,397).</li> </ul> </li> <li>➤ Las reacciones de la población afectada que se pudo alcanzar se concentraron en:</li> </ul>

<i>Mayor conocimiento....</i>	<ul style="list-style-type: none"><li>○ Al inicio de los procesos, se observó temor al interior de algunos grupos por abordarse el tema del conflicto armado, desconocer las causas y efectos; no conocían las recomendaciones de la Comisión para el Esclarecimiento Histórico (CEH). Al tener la información concluyeron que aunque todavía hay dolor y no hay paz porque siempre hay violencia, se debe exigir que el gobierno cumpla con los Acuerdos de Paz. El recordar es como un sueño y como un malestar en la sociedad, pero es importante recordar para sanar y para que las nuevas generaciones conozcan la historia y realidad de Guatemala.</li><li>○ La población afectada se apropió y organizó para demandar la implementación del Plan Nacional de Resarcimiento (PNR) por ser una recomendación de la CEH en relación al resarcimiento de parte del gobierno hacia las víctimas. Se estima que la IM a través de su proceso logró formar 800 Comités de Víctimas Comunitarios los cuales se están coordinando a nivel municipal por medio de Coordinadoras Municipales.</li><li>○ Interés demostrado por la juventud en el tema y por conocer sobre el conflicto armado. Por ejemplo se diseñaron y divulgaron guiones de radio, revista, 5 Obras de Teatro, todo con el objetivo de despertar la conciencia de los jóvenes sobre la necesidad de conocer la historia, desde el análisis de hallazgos y recomendaciones de la CEH. Los nombres de las obras: “Los 18 años de la Catalina”; “Una Luz para la Paz”; “Cicatrices”; “Tejiendo la Historia”; “Los Sueños de Lucas”.</li><li>○ 4 representantes de la Sociedad Civil con quienes tuvo relación el PDHR bajo esta línea de acción, fueron elegidos para formar parte de la nueva Comisión Nacional creada por el actual gobierno para implementar el PNR: CONAVIGUA, CIIDH, IM, ACI.</li></ul> <p><b>Población No Afectada (Clase Media y Jóvenes del área urbana):</b></p>
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		<ul style="list-style-type: none"> <li>➤ Se diseminó una campaña nacional a través de prensa, radio y televisión con énfasis en alcanzar a la población urbana.</li> <li>➤ En una encuesta realizada por GPA entre 480 personas en 5 Departamentos con 269 personas (56%) y en la Ciudad de Guatemala con 211 personas (44%), de las cuales 230 son mujeres y 250 hombres, se obtuvo que 185 personas (38%) dicen que vieron uno o más de los anuncios de la Campaña realizada por BBDO. De estas mismas 185 personas, sin inducir (sin mostrar los anuncios) son 68 personas (14%) y al inducir (mostrar los anuncios) son 117 personas (24%). (Anexo # 20)</li> </ul> <p>Aunque la mayoría de las 68 personas que sin inducir vieron o escucharon los anuncios e interpretaron los mensajes, por falta de tiempo, interés o iniciativa, sólo 29 de las personas que vieron los anuncios (43% de 68) actualmente buscaron el libro Memoria del Silencio.</p> <ul style="list-style-type: none"> <li>➤ En el sondeo tipo Ómnibus realizado por GPA entre 1004 personas en 2003, en los mismos Departamentos de cobertura del PDHR, 33% de participantes habían escuchado de la CEH. Luego, en 2004 con la administración de la encuesta de la Campaña BBDO entre 480 personas, se hizo la misma pregunta otra vez y el resultado indicó que 51% de personas conocían la CEH y Memoria del Silencio.</li> </ul>
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<b>Indicador de rendimiento</b>	<b>Indicador Intermedio</b>	<b>Resultados</b>
<i>Actividades realizadas en zonas seleccionadas para conmemorar víctimas del conflicto y promover una cultura</i>	# de monumentos	Se conoció por los informes del PDHR que se construyeron 35 monumentos. GPA pudo monitorear una muestra de éstos siendo: Monumento por CONAVIGUA en parque Santa Cruz del Quiché; ACODIM-M en el parque de San Ildefonso Ixtahuacán en Huehuetenango; Mural en la Escuela Tipo Federación de GAM-Caja Lúdica también en Huehuetenango y ADIVIMA en Rabinal.

<i>de paz y respeto mutuo</i>		La Fundación de Antropología Forense (FAFG) en los Departamentos con cobertura del PDHR, realizó sus exposiciones de fotografías lo cual fue una oportunidad para que la población visualizara sobre el proceso de exhumaciones y reflexionara sobre los porqués del conflicto armado. Según el monitoreo externo realizado, en cada municipio puede decirse que acudió a observar la mayoría de la población urbana. La IM realizó una caminata para recordar la memoria de las víctimas del conflicto armado en Uspantán-Chicamán del Quiché.
		Las acciones de fortalecimiento institucional iniciaron casi en la línea de tiempo en que van finalizando la ejecución de los primeros seis proyectos y por lo tanto no se incorporan en el proceso de FORIN. Sólo se brinda a una organización la cual se incorporó en el grupo de Contrapartes bajo la línea de acción # 1 del Departamento de Chimaltenango. La Opinión sobre el aprendizaje se centró en desarrollo personal y bien podría ponerse en práctica al interior de la organización siempre y cuando se formara parte de la Junta Directiva, pero por el momento no forma parte de esta Junta.

## **ANALISIS DE RESULTADOS Y REFLEXIONES:**

El resultado bajo esta línea de acción fue el de informar sobre el enfrentamiento armado y realizar actividades de conmemoración. Se definieron 3 poblaciones claves para diseminar dicha información: Población Afectada por el conflicto; Población No Afectada por el conflicto; Juventud.

Respecto a los proyectos que pretendieron alcanzar *Población Afectada*, se tuvo que el PDHR dio seis donaciones, de las cuales dos proyectos presentaron debilidades en sus procesos pero aún así se logró tener una buena cobertura y alcanzar 44,379 personas en las zonas selectas de los cinco Departamentos. La población fue informada pero se pudo observar reacciones diversas que fueron desde haber sentido miedo de participar en el proceso por temores y/o desconfianzas, pues se debe recordar que estos proyectos ejecutaron con la población que sufrió la guerra y en el área geográfica afectada hasta observarse reacciones por las que la población se animó por exigir el cumplimiento de los Acuerdos de Paz. La actitud de la juventud que vive en estas áreas fue de interés por conocer la realidad de Guatemala y de comprender mejor la vida de sus familiares que sufrieron la guerra.

Ahora bien, para informar entre la *Población No Afectada* por el conflicto y *entre la Juventud que vive en áreas urbanas*, el PDHR realizó una campaña de medios pero ésta tuvo la dificultad de que no informó sino que sólo invitó a la población a buscar el informe de la CEH. Esta Población demostró interés en su propia vida y no en la de otros y especialmente la juventud, la cual está concentrada en salir adelante en sus estudios por lo tanto, si no conocen el informe pueden dedicar tiempo para conocerlo siempre y cuando sea materia de estudios formales. Además la violencia actual que impera en el país se agrava día a día, lo cual no da tiempo para pensar en la violencia del pasado y a esto se agrega las amenazas vigentes que los Ex Patrulleros lanzan al nuevo gobierno y por otro lado, las demandas de las víctimas se empiezan a escuchar pues se han organizado para reclamar su resarcimiento.

El PDHR informó que lograron que 106 Escuelas Telesecundarias en los 5 departamentos utilizaran la radio novela El Trapiche y respecto a los monumentos, fueron construidos pero no todos fueron monitoreados por GPA. En este punto, según el PDHR fueron construidos 35 monumentos para recordar a las víctimas del conflicto.

*En un ambiente nacional muy tenso y plagado de exigencias y demandas tanto por los Ex Pac como por las víctimas del conflicto, el PDHR pudo cumplir con su objetivo de apoyar a diseminar el Informe pero aún queda mucho por hacer más que todo para sensibilizar a la Población No Afectada por el Conflicto Armado, especialmente entre la juventud ya que es importante que sepan por dos razones: Primero, relacionar el pasado con el presente y el futuro y segundo, para que puedan tener más paciencia, tolerancia hacia los reclamos y demandas de la población afectada. .*

## RESULTADO 4: MAYOR COORDINACIÓN ENTRE GRUPOS DE DERECHOS HUMANOS

**Objetivo General:** Apoyar nuevas oportunidades para la coordinación a nivel nacional entre miembros claves de la comunidad de organizaciones de derechos humanos

Indicador de rendimiento	Indicador Intermedio	Resultados
<i>Mayor coordinación logrado entre grupos de derechos humanos</i>	Grupos trabajando juntos en el desarrollo de un plan	<p>➤ Se diseñó un plan estratégico que guía los pasos del Movimiento Nacional por los Derechos Humanos. El apoyo al MNDH de parte del PDHR inició con el ejercicio de diseñar este plan en septiembre del 2001. El plan ha comenzado a implementarse y sigue un proceso, aún faltan acciones que implementar. Pero entre algunos avances logrados pueden mencionarse:</p> <ul style="list-style-type: none"> <li>○ Contar con una visión integral de los Derechos Humanos desde la realidad Guatemalteca al participar en el proceso IPDH</li> <li>○ Está en proceso la articulación del Movimiento a nivel departamental</li> <li>○ Cuentan con una agenda mínima para protección de los Defensores de Derechos Humanos. Se cuenta con una base de datos y se están instalando a nivel departamental</li> <li>○ Se está en proceso de promover y defender los Derechos Humanos. Los Delegados están participando en acciones de capacitación para fortalecer esta área</li> <li>○ Coordinaron con MINUGUA para desarrollar procesos formativos a nivel departamental</li> <li>○ En proceso las relaciones con la Oficina del Alto Comisionado de Derechos Humanos de Naciones Unidas.</li> </ul>
	Proceso coordinado en asuntos prioritarios (elección de Procurador)	<p>➤ Incidencia a nivel nacional: El MNDH presentó una terna para que compitiera en el proceso de selección del Actual Procurador. Fue seleccionada una persona de la terna presentada por este Movimiento: El actual Procurador, Doctor Sergio Morales. Mayo 2002.</p> <p>➤ Aunque no fue un proceso coordinado por el MNDH, el nuevo gobierno seleccionó al Director de CALDH (entidad que administró los fondos del MNDH adjudicados por</p>

		PDHR) como el Comisionado Nacional por los Derechos Humanos al frente de la Institución Gubernamental COPREDEH. CALDH es reconocida en Guatemala por la promoción y defensa de los Derechos Humanos. Además de administrar los fondos, del MNDH también implementó acciones bajo el Resultado # 3.
<i>Mayor coordinación...</i>	Estructura de coordinación funcionando al tomar en cuenta el plan estratégico	<ul style="list-style-type: none"> <li>➤ Se estima que un 70% (16 de 23) tiene Estructura ya sea Junta Directiva o Coordinadora Departamental. La mayoría de las estructuras han sido formadas en el último año por lo tanto, están en proceso de articularse, de fortalecerse para luego consolidarse. Son atendidos por el MNDH 21 Departamentos y 2 regiones (Ixil e Ixcán) para un total de 23. Según la línea de base, la región de Santa Eulalia/Huehuetenango no tuvo seguimiento y en el Departamento de Sacatepéquez no se pudo formar el Movimiento. (Anexo # 17).</li> </ul>
	Grupos de derechos humanos tienen reuniones regionales o nacionales para coordinar la estructura	<ul style="list-style-type: none"> <li>➤ En proceso. Al haberse formado la mayoría de Juntas o Coordinadoras durante la gestión realizada por la Secretaría Ejecutiva o sea durante los últimos 12 meses, a nivel local todavía se requiere avanzar el proceso para luego ir a lo regional y/o nacional. Desde la Comisión Ejecutiva se requiere apoyar a los Delegados Departamentales, pues su perfil en la mayoría es débil y requieren capacitación constante sobre todo en estrategias de coordinación e incidencia política. Las reuniones de Delegados Departamentales se mantuvieron durante el proceso y éstas permitieron la integración como equipo.</li> <li>➤ De 264 organizaciones documentadas en la línea de base se estima que se mantiene entre el 15 al 20% de organizaciones y por lo tanto la membresía actual ha ingresado durante los últimos 12 meses. Independientemente de la cantidad (o sea si ha habido o no incremento) la membresía en su mayoría es nueva y eso conlleva a continuar los esfuerzos por fortalecerla.</li> <li>➤ 60% de contrapartes (17 de 26) del PDHR bajo la línea de acción # 1 se incorporó al MNDH. La participación se dio cuando fueron convocados para las Asambleas; un 30% (5 de 17) obtuvo puestos en Juntas Directivas o Coordinadoras. 35% (9 de 26) no se incorporaron porque no recibieron invitación o su organización contaba con poco personal para delegarse que asistieran a las actividades. (Anexo # 18)</li> <li>➤ De una muestra de 14 Delegados, se estimó que 93% sin esperar lineamientos desde la Comisión Ejecutiva comenzaron a tomar más de alguna iniciativa ya sea pronunciamientos,</li> </ul>

	denuncias, foros, etc. 7% no tomaron ninguna iniciativa por falta de fondos.
Actividades para mejorar la coordinación entre OSC's y la PDH	<ul style="list-style-type: none"><li>➤ En proceso a nivel Departamental. De una muestra de 14 Delegados del MNDH se obtuvo que 43% estableció alguna coordinación con PDH ya sea para presentar pronunciamientos, celebrar el día de los DH. 57% todavía no han coordinado con PDH.</li><li>➤ A nivel central, las relaciones se comenzaron a fortalecer pero más que todo por las iniciativas desde el PDHR a través del proceso de Visión Estratégica e iniciar el proceso de planes locales.</li></ul>
	<p>Sobre el Fortalecimiento Institucional facilitado por PDHR:</p> <p>De una muestra de 14 Delegados, el 57% indicó que obtuvo mayores herramientas sobre los DH y ya comenzaron a poner en práctica. Además 14% indicó que se favoreció el intercambio entre los Delegados; 14% no contestó; 7% no tuvo información sobre el proceso; 7% dice que estuvo más o menos por que ya dominaba la información.</p>

## **ANALISIS DE RESULTADOS Y REFLEXIONES:**

Esta línea de acción tuvo como Contraparte al Movimiento Nacional por los Derechos Humanos, dirigido por una Comisión Ejecutiva conformada por representantes de varias organizadas con sede en la capital y con CALDH responsable de la administración de los fondos.

*Respecto al resultado planteado de lograr mayor coordinación entre grupos de derechos humanos, puede concluirse que se ha iniciado un proceso de articulación pero que requiere ser fortalecido.* Hay factores internos y externos que pudieron incidir en que no se lograra la coordinación, la cual en el marco del PDHR tenía que ver con objetivos comunes que permitieran trabajar conjuntamente para prevenir o solucionar asuntos de Derechos Humanos. Desde lo interno se tuvo que el MNDH durante el primer año contó con una Comisión Ejecutiva, la Unidad Técnica y la estrategia fue de contar con estructuras departamentales representadas por un Delegado quien se desempeñaría como enlace entre las organizaciones Departamentales y la Comisión Ejecutiva. La Unidad Técnica se encargó de promover el MNDH por medio de los Pre Congresos, luego se realizó un Primer Congreso pero la Unidad Técnica desapareció y no se dio seguimiento al proceso iniciado a nivel departamental.

Luego con la segunda donación, se estableció en lugar de la Unidad Técnica una Secretaría Ejecutiva (SE) con personal técnico totalmente nuevo. Pasa casi un año sin que los Departamentos tengan un seguimiento en el campo debido a los cambios en el personal técnico. Esto va produciendo que no avancen las estructuras departamentales, sino hasta que el equipo de organización de la SE regresa a los Departamentos para iniciar el mismo proceso que ha realizado la Unidad Técnica un año atrás. Este esfuerzo de volver a las bases para presentar de nuevo al MNDH, perjudicó el Segundo Congreso de DDHH, ya que muchos integrantes no conocieron a fondo las iniciativas del Movimiento. Las estructuras departamentales son nuevas en su mayoría, por lo tanto no están consolidadas y no cuentan con un proceso fortalecido para coordinar con otras organizaciones o entidades del Estado.

Otro factor fue lo difícil de la coordinación entre las organizaciones guatemaltecas ya que existen celos institucionales o por otro lado, la convocatoria se lanzó libre esperando que lleguen los que lleguen y el producto obtenido es un perfil bajo de los Delegados Departamentales ya que cuentan con limitado conocimientos sobre la temática de los derechos humanos, estrategias de coordinación, incidencia política y tienen que fortalecer sus propios conocimientos para avanzar el proceso de promover, coordinar o demandar.

Aunque se logró incidir a nivel nacional con la elección del Procurador, esta oportunidad no fue aprovechada al máximo para continuar con la incidencia en la solución de violaciones a los Derechos Humanos. Se comenzó a establecer la relación por medio de la facilitación del PDHR a través del proceso de Visión Estratégica al cual fueron convocados representantes de la IPDH-MNDH y OSC's selectas. Luego con el diseño de planes locales, siempre facilitados por el PDHR, se inició la coordinación con la IPDH a nivel de los 5 Departamentos que dio cobertura el Programa, pero estos planes no son diseñados y mucho menos implementados en todos los Departamentos.

Con todos los altibajos que sufrió el proceso para consolidar el MNDH, fue notorio el hecho de que la actitud de los actuales Delegados sea de entusiasmo y voluntad para avanzar en este proceso, pero es necesario que el acompañamiento desde la Comisión Ejecutiva y/o Secretaría Ejecutiva continúe hasta que las estructuras departamentales estén sólidas y que ya se cuente con una estrategia viable de comunicación a todas las regiones. También los Delegados quieren llevar algo a sus propias

organizaciones y aunque se tenga la buena voluntad de continuar, esperan que la Comisión Ejecutiva gestione fondos y que el PDHR continúe con el apoyo financiero o los contacte con otro Donante.

Ahora bien, el PDHR concentró sólo al MNDH para alcanzar el objetivo de la línea de acción # 4, pero en realidad, se han dado otros esfuerzos de coordinación de parte de sus otras Contrapartes que ejecutaron más que todo en la línea de acción #1 en los Departamentos respectivos. Los resultados obtenidos indican que bajo este renglón, se dio inicio a la coordinación entre las organizaciones trabajando a partir del municipio y cabecera departamental. Esto es importante de documentarlo ya que puede dar luces al grupo que dirige el MNDH de manera que sus estrategias de trabajo sean revisadas y se revierta el orden de trabajo y accionar, en el sentido de no tejer una red desde la ciudad hacia los Departamentos sino por el contrario, que se trabaje bajo objetivos comunes a nivel Departamental y por iniciativa de este nivel se vaya tejiendo la red hacia la región y luego se vaya extendiendo la red hacia una estructura con incidencia a nivel nacional.

El objetivo de esta línea de acción establecía apoyar nuevas iniciativas entre miembros claves y aunque el apoyo se brindó a esta iniciativa del Movimiento, los actores claves con incidencia nacional que conformaron la Comisión Ejecutiva, se alejaron y Alianza Contra la Impunidad lideró el MNDH y básicamente la percepción entre la membresía de que la toma de decisiones giró de acuerdo a la agenda de esta Organización, debilitó las iniciativas del MNDH para cohesionar un movimiento a nivel local.

**APOYO ADICIONAL A LA INSTITUCION DEL PROCURADOR DE LOS DERECHOS HUMANOS (IPDH).**  
**Definido en Junio del 2003**

**Objetivo General:** Proveer asistencia técnica en relación al fortalecimiento institucional, educación en derechos humanos, manejo de información y coordinación con las organizaciones de la sociedad civil que trabaja el tema de derechos humanos.

<b>Indicador de Rendimiento</b>	<b>No hay indicadores intermedios</b>	<b>Resultados</b>
<i>Programa de formación en derechos humanos desarrollado en consenso entre actores IPDH y Sociedad Civil</i>	Las acciones de apoyo a la IPDH se realizan en el último año de ejecución del PDHR.	<ul style="list-style-type: none"> <li>➤ Se formó una Red de Educadores en Derechos Humanos producto del proceso formativo de Visión Estratégica desarrollado por PDHR entre OSC's selectas-MNDH y IPDH.</li> </ul>
<i>Educadores de la IPDH trabajan con base a la visión integral de los derechos humanos y planifican sus procesos metodológicos.</i>		<ul style="list-style-type: none"> <li>➤ Una de las mayores riquezas obtenidas a través del proceso facilitado por el PDHR fue el fortalecimiento de capacidades y habilidades en las metodologías educativas. Se fortaleció a la IPDH al facilitar que a nivel nacional los Educadores sostuvieran Encuentros, ya que a través de éstos se tuvo el intercambio de experiencias y el apoyo fue más concreto en cuanto a prevenir o solucionar asuntos de Derechos Humanos. Con el proceso facilitado por el PDHR, el personal de Educación tuvo la oportunidad de reunirse a nivel nacional por primera vez en 7 años.</li> <li>➤ Queda en proceso la puesta en práctica de las metodologías educativas. En algunos municipios ya se capacitó a Alcaldes, miembros de la Policía Nacional Civil (PNC), y se han sostenido reuniones con la Sociedad Civil.</li> </ul>
<i>Promotores de la IPDH establecen procesos de coordinación entre los diversos actores</i>		<ul style="list-style-type: none"> <li>➤ Se estima que alrededor de 30 Promotores capacitados ya han comenzado a poner en práctica lo aprendido y se movilizan entre la población y se reúnen con Organizaciones que demandan su presencia.</li> </ul>

<i>locales</i>		
<i>Educadores de la IPDH y promotores de OSC de los 5 Departamentos utilizan los manuales como herramienta pedagógica fundamental en sus procesos educativos</i>		<ul style="list-style-type: none"> <li>➤ Se diseñaron 4 módulos de capacitación dirigidos a Promotores. Para el diseño se estableció un proceso participativo y se retomó información producida por personal de campo que atendió la línea de acción # 1. Los módulos fueron validados entre Promotores.</li> <li>➤ Los módulos fueron reproducidos al finalizar el PDHR pero se logran entregar a las Contrapartes, el MNDH y la IPDH. Se reproducen 3,000 juegos para un total de 12,000 ejemplares.</li> <li>➤ El impacto del uso de los módulos no podrá determinarse debido a que es un producto obtenido al final de todo el proceso ejecutado por el PDHR.</li> </ul>
<i>Planes de acción local definidos y en fase de implementación en los 5 Departamentos</i>		<ul style="list-style-type: none"> <li>➤ Sobre los planes locales, se avanzó más que todo en los 5 Departamentos en donde tuvo cobertura PDHR y fueron diseñados entre organizaciones miembros del MNDH y personal de la IPDH. Para posibilitar incidencia en los demás Departamentos, a través de FORIN del PDHR, se capacitó sobre diseño de planes locales para dejar al personal de la IPDH y Delegados Departamentales del MNDH con las herramientas necesarias para avanzarlos a nivel local en forma conjunta.</li> <li>➤ Los planes ya definidos en los 5 Departamentos están en proceso de implementación. Los planes fueron diseñados casi en los últimos meses, por lo tanto, no podrá determinarse el impacto.</li> </ul>

## **ANALISIS DE RESULTADOS Y REFLEXIONES:**

Se lamenta que el apoyo a la IPDH inició tarde en el proceso, debido a que es la Institución responsable de velar por que se respeten los Derechos Humanos y el personal que labora en dicha institución requería de asistencia técnica. Los procesos de capacitación han fortalecido a la institución y ya se está poniendo en práctica pero es entre la población donde se podrá determinar el verdadero impacto de los procesos formativos. Las acciones que desarrolle la Red de Educadores que se forma a través del proceso de Visión Estrategia ni el uso de los módulos recientemente diseñados, podrán evaluarse en el marco del PDHR. *Aunque esta línea de acción es la que ha tenido el menor tiempo para implementar sus acciones ha dado buenos resultados pues se apoyó a la IPDH y se brindó asistencia técnica y parte del personal ha fortalecido sus habilidades y capacidades.*

## **VI. CONCLUSION GENERAL Y CONSIDERACIONES PARA EL FUTURO**

El objetivo central establecido para el PDHR fue el de avanzar la reconciliación y aumentar el respeto a los derechos humanos en las zonas geográficas establecidas. Al tener una visión detallada de los resultados obtenidos por el PDHR y concentrarse en el objetivo central, pueden rescatarse tres logros sumamente importantes:

En primer lugar, logró *despertar el interés* de la población beneficiada por conocer sobre los derechos humanos para mejorar su calidad de vida. En segundo lugar, logró un *cambio en la percepción* que la población ha tenido sobre los Derechos Humanos, pues en muchos casos se relacionaba directamente con proteger a los delincuentes y ahora perciben que los derechos existen para todas las personas. En tercer lugar, *creó demanda* entre la población para mantenerse informada sobre sus derechos y han tomado conciencia de que existen Leyes, Acuerdos Internacionales y Nacionales que protegen y velan por los derechos de la Población Indígena y sobre todo, han adquirido información de que las mujeres y la niñez, también tienen derecho al respeto.

Es así como el PDHR propició que la población beneficiada esté embarcada en un proceso en el que tendrán que tomar más iniciativas y continuar velando para que sus derechos sean respetados. Hablar de una verdadera reconciliación nacional es prematuro. Es un proceso, pues la población ha estado excluida, no ha tenido mayor acceso a información sobre este tema y si la han llegado a tener, esta información no ha sido contextualizada según sus necesidades.

Ahora bien, con lo que es prioritario y aún queda pendiente y por hacer, hasta el punto que sea posible y factible hay que seguir apoyando y reforzando los procesos comenzados a través del PDHR, especialmente en continuar poniendo atención a la situación de la mujer pues por el altísimo nivel de violencia intrafamiliar existente en Guatemala, la mujer empieza a discutir este problema y está saliendo de su casa para buscar orientación a través de los grupos de Derechos Humanos. La educación es una prioridad para la movilización ciudadana de manera que se pueda prevenir y solucionar conflictos y así aumentar el respeto a los derechos humanos llegando a la eventual reconciliación entre los pueblos Mayas y el Estado.

Este apoyo no es necesario que se haga a través de un Programa enfocado exclusivamente en los derechos humanos, ya que el tema está naturalmente integrado en proyectos y procesos ya sean de salud, justicia, educación, gobiernos locales, medio ambiente, desarrollo económico, de la mujer o niñez, etc. Pero que sea un eje transversal explícito para que no se pierda lo comenzado por el PDHR. Explícito en el sentido de que se vivencien los derechos, por que no hay que seguir sólo con la capacitación de los Códigos sino en cómo respetar y aplicar cada derecho según el tema de justicia, seguridad, desarrollo económico, etc.

Hay que continuar con el apoyo enfocando en lo local por que si la gente ya conoce sus derechos, cómo defenderse y cuáles son sus obligaciones, lo aplicará en su vida cotidiana familiar y comunitaria y puede seguir adelante para resolver sus problemas y empezar a asumir un rol como ciudadano productivo, lo cual ha sido validado a través del PDHR y por lo tanto, se avanzaría en los Acuerdos de Paz en lo que es inclusión, pues la población va a empezar a participar más y más, hasta incidir políticamente desde los Pueblos Mayas.

La población está comprendiendo que no se puede seguir dependiendo del Gobierno Central o Autoridades Departamentales para la justicia, por lo tanto se debe continuar educando a la población, así como también se puede crear y fortalecer la capacidad de más Mediadores que provengan de las comunidades, de manera que atiendan a las personas de las comunidades más aisladas geográficamente.

Se validó a través del PDHR, las alianzas con los centros de salud, salones comunales o de la Alcaldía Auxiliar, para tener acceso a un espacio donde se puedan atender los problemas a través de las mediaciones. Para el nivel comunitario y municipal, la mediación sigue siendo una estrategia crítica, más sostenible y es una forma más económica para los mismos pueblos, el gobierno y para la cooperación internacional. La mediación contribuye a que la gente se apropie de resolver sus propios conflictos y además es parte de la cultura Maya respetar a los demás como un valor muy fuerte de ser vivenciado y es el valor más directamente relacionado a los derechos humanos o sea “el respeto” o “falta de respeto” representa un abuso o violación a sus derechos sin importar la naturaleza del caso.

Respecto a la Procuraduría de los Derechos Humanos, hay que fortalecer aún más en áreas no sólo de denuncias sino de educación por que tienen una fuerte capacidad de convocatoria y la población busca antes a los Educadores que a los Oficiales por que son los Educadores los que más se desplazan al campo y porque educación es sinónimo de prevención. Las organizaciones de la sociedad civil también han aumentado la coordinación activa con la PDH para la prevención y/o solución de problemas.

Y para lo que queda pendiente en el marco de la Divulgación de la CEH, puede continuarse con fortalecer a la Comisión Nacional de Resarcimiento para que cuenten con una buena planificación para implementar el Plan Nacional. Esta planificación debe contemplar desarrollar una campaña de sensibilización coordinando con los medios de comunicación y por la que se induzca a la reflexión, se hile el pasado, el presente y futuro y se sane de la victimización a los afectados por el conflicto, de manera que se cierre un capítulo en la forma más constructiva posible. Y del lado de la Población No Afectada, se le esté informando del proceso de manera que aprenden del pasado, que tengan más tolerancia hacia los afectados y así se prepare a toda la población Guatemalteca para un nuevo futuro.

## VII. ANEXOS

Anexos de 1 a 20 – tiene que solicitarlos de Creative Associates International, Inc.

**MONITORING AND EVALUATION PLAN  
HUMAN RIGHTS AND RECONCILIATION PROJECT  
CAII/USAID/GUATEMALA  
2001-2004**

**CENTRAL OBJECTIVE:**

The advancement of reconciliation and increased respect for human rights in selected geographic areas of Guatemala.

**LOWER LEVEL RESULT 1 : Citizens mobilized to protect their human rights**

**OBJECTIVE OF LLR1: To support civil society and state organizations in their respective fields to prevent and resolve cases of human rights violations in selected areas**

Year	Performance Indicator	Year	Activity/Goal	Definition and Unit of Measurement	Sources of information	Data Collection Methods	Data Collection	
							Frequency	Responsible
2001-2004	75 Civil Society representatives better prepared to work with local authorities to prevent and resolve human rights issues in select geographic areas of Guatemala	2001-2002	Stakeholder's analysis to assess local HR reality; review previous experiences; identify key interlocutors; develop LLR1 objectives are conducted in 5 departments, Quiche, Huehuetenango, Alta Verapaz, Baja Verapaz, and Chimaltenango	Summary of findings and recommendations for HRRP plans via an Executive Report for each department	Information and experiences provided by SCOs and GOs interviewed via the stakeholder analysis	Individual and group interviews, focus groups, and general fora	1x in each department at the start and biannual monitoring during sub-award activities	CAII; External Consultant; Sub-awardees
		2001-2003	Human Rights awareness TOT program designed and implemented by IIDH in 5 departments among 75 CSO participants focused on problem-solving at local level	Action plans developed and implemented; Pre and Post examination of TOT participants in HR ed; % male-female participants; % indigenous maya partipants; # of positive responses by GOG agencies; TOT graduates accredited by IIDH following a post-replica evaluation of both the trainer and community response to the replica; # and type of replica trainings at local levels	Stakeholder Analysis; IIDH TOT awareness Manuals/guides; GOG and other leading HR organizations eg PDH, COPREDEH, etc.	M&E Instruments by IIDH to track and monitor impact and effectiveness of HR training awareness on local levels; interviews, surveys, focus groups	1x in each department at the start and biannual monitoring during sub-award activities	IIDH; CSO sub-awardees

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Year	Performance Indicator	Year	Activity/Goal	Definition and Unit of Measurement	Sources of information	Data Collection Methods	Data Collection	
							Frequency	Responsible
2001-2004	Local Populations more aware and engaging local authorities to resolve human rights cases or problems in communities served by 75 CSO representatives	2001-2002	Sub-awards granted to key groups to unite civil society and GOG institutions via a departmental and municipal level for dialogue, advocacy, and local problem solving in 5 designated departments	# and type of CSOs selected; # and type of activities; geographic and demographic coverage of sub-awardees; action plans designed and implemented by participating CSOs in coordination with relevant GOG agencies; baseline study and # and type of attitudinal or behavioral changes; # of positive responses and resolutions by GOG agencies	Stakeholder analysis; pre- and post- sub-awards evaluation	Individual interviews; M&E instruments via the sub-awardees; surveys of the target population	1x in each department sat the start and biannual monitoring during sub-award activities	CAII; External Consultants; sub-awardees
		2001-2002	Rural mass media campaign including HR education and guidance in problem solving in local mayan languages via IGER radio programming	# and type of stations carrying IGER programming; # and profile of persons recalling IGER as the source of new human rights information and guidance received	IGER; CAII; IIDH; CSOs and GOs; Stakeholder Analysis	M&E instruments for tracking reach, frequency and impact of radio at local levels; M&E instruments developed by CSOs; local population surveys	1x in each department and monitoring by IGER	IGER and individual stations
		2001-2003	IIDH HR awareness program replicated at a community level by 75 TOT graduates with focus on problem solving at a local level, ranging from mayan concepts of justice and values to legal infrastructure of state	Implementation of action plans from the TOT course; # and type of replicas at local community level; # and type of activities for the prevention and/or intervention of basic human rights violations on a local level by the communities receiving HR training	Baseline study; local population surveys; Documents informing Cosmovision Maya; Peace Accords; Indigenous Rights; University thesis and GOG HR laws/docs	Baseline survey and follow-up, M&E instruments developed by participating CSOs and/or TOT facilitators; surveys, interviews, focus groups	Periodic	CSO TOT facilitators
		2002-2004	Implement M&E project plans to measure impact and systematize experiences of the 75 TOT facilitators for broader replication in Guatemala, via HR and non-HR groups	Local experiences are documented, contextualized and systematized for replication in other areas	Baseline Studies conducted by CSOs	Interviews, surveys, focus groups, M&E instruments developed by CSOs and TOT facilitators	Periodic	CSOs and TOT grads

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**LLR2: Advocacy/dissemination efforts carried out for children “lost” during the war**

**Objective of LLR2: To support CNBND's capacity to advocate and legislate on behalf of children “lost” during the war**

Year	Performance Indicator	Year	Activity/Goal	Definition and Unit of Measurement	Sources of information	Data Collection Methods	Data Collection	
							Frequency	Responsible
2001-2004	Development of a system of communication and coordination utilizing local networks to promote awareness of the problem of children “lost” during the war.	2001-2002	Sub-award granted to facilitate institutionalization of newly formed CNBND	# and profile of members serving on CNBND; levels of awareness and types of actions taken regarding children ‘lost’ during the war; # and type of local organizations involved; # and type of involvement of the press; # and type of local awareness activities; and # and type of information mechanisms established; # of new cases identified following awareness campaigns.	CNBND members	M&E instruments designed to track impact of CNBND sub-awards via program plan; survey	1x upon sub-award contract and monitoring by CNBND	CAII and CNBND
	Development of an effective legal framework to facilitate CNBND's work	2001-2002	Members of CNBND coordinate to design and advocate for a legal framework for policy and legislative reform	Elaboration of legal framework; specific responses of GOG to support public policy in search of children “lost” during war; coordinating efforts with other lost children programs in central America	Families affected by the conflict; CSOs; churches, Testimonies on War (ICRC), Peace Accords; Remhi, CEH	Coordination meetings; mass media campaigns; review and analysis of press conferences and press coverage	Periodic	CNBND
		2002-2003	Implement M&E project plan to measure results and impact of activities and initiatives taken by CNBND with concrete recommendations	M&E report approved for public dissemination to GOG organizations and others; Proposal of search methods, budget, objectives, timelines, etc. For presentation to future funders	Plans and data collected during the institutionalization and promotion of CNBND	Coordination meetings; press conferences and press coverage; meetings to present follow-on for funding implementation plans	Once	CNBND

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**Lower Lever Result 3: Information about internal war disseminated and remembrance activities undertaken**

**Objective of LLR3: To support the broad dissemination of the Historical Clarification Commission (HCC) Report and recommendations while preserving the memory of war victims through remembrance activities.**

Year	Performance Indicator	Year	Activity/Goal	Definition and Unit of Measurement	Sources of information	Data Collection Methods	Data Collection	
							Frequency	Responsible
2001-2004	Greater knowledge of the findings and recommendations of the HCC in five departments and amongst the urban middle class and youth in the capital	2002-2003	Sub-award granted in collaboration with (IM) Instancia Multiinstitucional and other CSOs to develop the dissemination plan of HCC Report	Action plan for dissemination of HCC Report is designed and implemented taking into account key populations (urban and local communities) and long-term possibilities (curriculum reform)	IM and participating CSO sub-awardees; Project INCIDENCIA; REHMI; CEH; Peace Accords	M&E instruments designed to track dissemination and feedback of HCC Report at local levels	Ongoing thru-out Report dissemination	(IM) and CAII
		2002-2003	HCC Report Communication and Dissemination plan is implemented in coordination with the CSO sub-awardees	Levels of awareness of HCC Report and recommendations pre- and post-dissemination; reactions to HCC Report and culture of peace among target populations; # and type of GOG efforts to comply with HCC recommendations	HCC Report and Recommendations; Peace Accords	Group/individual meetings; workshops, seminars and theatre spaces, mass media campaign; population surveys and public opinion polls	Ongoing for the period of life contracts with CSOs	IM, CSOs, IGER, HR Gos
		2001-2003	Sub-award granted to plan and fund remembrance activities at local levels	# and type of petitions received; # and type of remembrance activities undertaken on a local level; publicity received; # of commemoration activities coordinated amongst orgs.	Petition sources direct from communities desiring remembrance activities	Gather responses direct from communities with remembrance activities	TBD	CSOs sub-awards and communities
		2002-2003	Develop M&E Report for LLR3 results of response to disseminating HCC Report in relation to compliance with the Peace Accords	M&E Report approved by USAID and CAII for publication/distribution	M&E instruments implemented during dissemination phase; press coverage and general publicity	Seminars, workshops, private meetings, press conferences	Once at end of IM contract	IM, CAII, USAID

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**Lower Level Result 4: Coordination promoted among human rights groups**

**Objective of LLR4: To support new opportunities for coordination on a national level among key members of the human rights community**

Year	Performance Indicator	Year	Activity/Goal	Definition and Unit of Measurement	Sources of information	Data Collection Methods	Data Collection	
							Frequency	Responsible
2001-2004	Greater coordination achieved among human rights groups	2001-2003	Sub-awards granted to facilitate greater coordination among human rights groups including analysis of vertical integration and inclusivity of the HR movement; other past coordination experiences (for example, selection of new HR Ombudsman or advocacy for the Law for the Integral Promotion of HR); specific advocacy initiatives; and follow-up the FAD re-conceptualization process	Efforts to create a formal structure for coordination; # and type of HR groups receiving sub-awards; # and type of activities involving coordination of HR groups; # and type specific advocacy initiatives; awareness of and publicity for 'Hacia una nueva Guatemala' campaign; design and implement Movimiento's action plan; profile and names of candidates submitted for HR ombudsman; action plans designed and implemented for the coordination of regional congresses by sub-awardees	Stakeholder Analysis; Baseline study; media publicity and press coverage of HR coordinating events	M&E instruments implemented by individual sub-awardees; coordinating meetings; seminars; mass media HR campaigns to promote awareness and understanding of efforts on national level	Periodic	CSOs and HR GOs
		2002-2003	HR Congress organized and implemented by LLR4 human rights sub-awardees on regional and national level	# and type of CSO and GOG organizations who attend HR congress; agenda proposed by consensus; formulation of presentation methodologies, discourse, exposition, etc; # and type of concrete actions resulting from HR congress	Stakeholder analysis; database of other CSO and GOG members; Project INCIDENCIA; CAII, USAID, PNUD, IIDH, Congress and Courts, etc.	Coordination meetings; roundtables; panels; workshops; seminars; working sessions, etc.	1x by HR sub-awardees	HR sub-awardees, CAII, USAID
		2003-2004	Evaluation and memoria of HR congress including plans for future coordination among HR groups	Reports and plan approved by USAID and other interested entities interested in follow-up activities post-Peace Funding	Congress memoria; press and media coverage; M&E instruments by HR CSO sub-awardees	Coordination meetings; working sessions; CSO and GOG proposals	1x by HR sub-awardees	HR sub-awardees, CAII, USAID, IIDH